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DOWNTOWN CLEVELAND 1975 :

THE DOWNTOWN GENERAL PLAN

Adopted by the Cleveland City Planning Commission  
November 17, 1959 as an amendment  
to The General Plan of Cleveland



# DOWNTOWN CLEVELAND 1975

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## ACKNOWLEDGEMENT.

This planning program for Downtown Cleveland has been accomplished in 18 months through the generous contribution of private funds to the Cleveland City Planning Commission by the Cleveland Development Foundation, the Cleveland Foundation, the Leonard Hanna Fund and the Beaumont Fund.

The Planning Director gratefully acknowledges the professional assistance rendered to him by the following persons in the preparation of this Plan, and the scale-model illustrating its proposals:

### Planning Consultants:

Edmund N. Bacon - Executive Director, Philadelphia City Planning Commission.

Walter H. Blucher - Planning Consultant, Chicago.

John M. Ducey - Director of Special Studies, Real Estate Research Corporation,  
Chicago.

John T. Howard - Partner, Adams, Howard & Greeley, Planning Consultants,  
Cambridge, Mass.

Arnold M. Vey - Principal Traffic Engineer, Simpson & Curtin,  
Transportation Engineers, Philadelphia.

Harold M. Mayer - Professor, Department of Geography, University of Chicago,  
(Special Consultant on Lakefront Aspects of Plan)

### Architectural Consultants:

Robert C. Gaede, J. Byers Hays, Wallace G. Teare, all of Cleveland.

### Scale-Model Development:

Gould, Chaty and Droppers, Architects, Cleveland.

In addition to members of the Community Planning Section of the Commission staff, public officials and private citizens have rendered generous and valuable assistance.

May 21, 1959

Eric A. Grubb  
Planning Director



**CLEVELAND CITY PLANNING COMMISSION**  
501 CITY HALL, CLEVELAND 14, OHIO, TOWER 1-4600

ANTHONY J. CELEBREZZE, Mayor  
ERIC A. GRUBB, Planning Director

ERNEST J. BOHN,  
Chairman

GEORGE B. WATER,  
Vice Chairman

Mrs. JEAN WURRELL CAPERS

Mrs. WINFORD W. GREILING

H. HORTON HAMPTON

ROOSEVELT S. SICKLEY

LEE C. HOWLEY

November 23, 1959

To: The Honorable Anthony J. Celebrezze, Mayor, and  
The Honorable Members of the City Council

The City Planning Commission takes pleasure in transmitting herewith its recommendations for the future development of Downtown Cleveland.

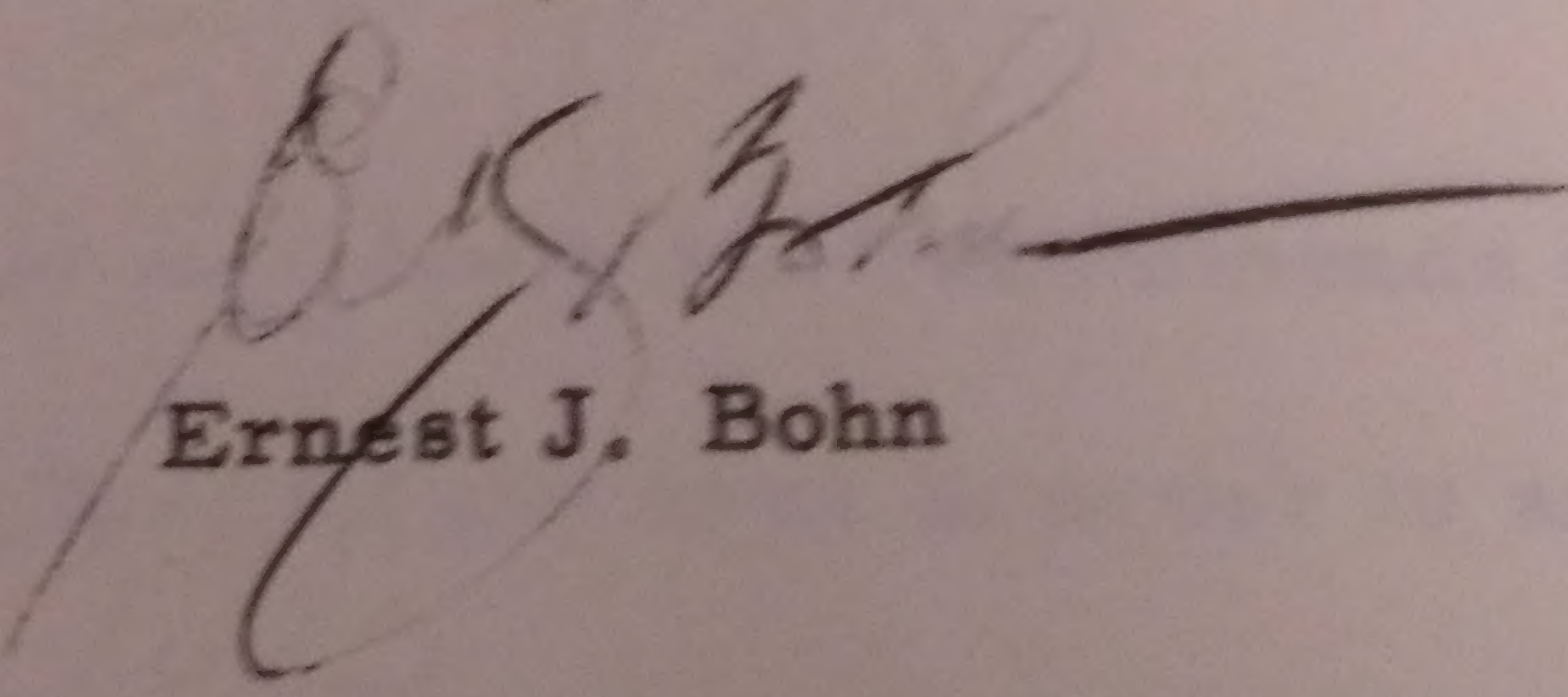
This Downtown Plan was adopted by the Commission on November 17, 1959 as an amendment to the "General Plan of Cleveland" which the Commission adopted May 6, 1949. It was prepared by the Planning Director and his staff with the assistance of several nationally-known consultants in the fields of urban planning, transportation, and land economics.

Adoption of this Plan by the Commission is merely a start toward an urgently needed action program for Downtown revitalization. In this regard, the Commission will do all in its power to assist in the early effectuation of as many segments of the Plan as possible so that Cleveland will continue in its race for leadership among American cities.

In its adoption of the Downtown Plan the Commission included many of the recommendations made by citizens of Greater Cleveland, civic and business groups, and public officials who have been studying the Plan since it was publicly presented on May 21, 1959.

If we can be of assistance to you in the early carrying out of the Plan you need but call upon us.

Sincerely yours,

  
Ernest J. Bohn



RESOLUTION ADOPTING GENERAL PLAN FOR THE  
DEVELOPMENT OF DOWNTOWN CLEVELAND

WHEREAS, the Cleveland City Planning Commission on May 6, 1949 pursuant to Section 76-2 of the City Charter, did make and adopt a General Plan for the development and improvement of the City of Cleveland; and

WHEREAS, the Cleveland City Planning Commission in accordance with Section 76-2 of the City Charter, has prepared a General Plan for the development and improvement of Downtown Cleveland which is in harmony with the said original General Plan and which constitutes a more detailed and more current program for the development of the Downtown area as designated in said original General Plan; and

WHEREAS, said Downtown General Plan as prepared by the Planning Director with the assistance of several nationally recognized consultants was publicly presented on May 21, 1959 at a civic luncheon attended by approximately 1,500 persons; and

WHEREAS, the Cleveland City Planning Commission in accordance with Section 76-2 of the City Charter has held public hearings on said Downtown General Plan on June 5 and June 12, 1959, and on November 6 and November 12, 1959 in the Cleveland City Hall; and

WHEREAS, said Downtown General Plan sets forth and recommends a program for the orderly and imaginative development of the area in order to attract the maximum number of persons, business and commerce to Downtown Cleveland



so as to assist the Downtown area in continuing to provide a dominant portion of the City's tax resources which in turn will be of great benefit not only to the whole of the City of Cleveland but also to its Metropolitan Area; and

WHEREAS, the development program recommended by said Downtown Plan is designed to encourage and bring about the fullest possible revitalization of Downtown Cleveland by the active cooperation of public agencies and private endeavor in desirable measures which include among other items the following:

1. Recognition of the need for improving and maintaining the physical attractiveness of Downtown through the elimination of drab facades, inappropriate signs and other aspects which detract from the appearance of Downtown, in order to offset the competition offered in this respect by the newer suburban business and shopping centers.
2. Attraction of additional office building functions so as to bring about an increase in Downtown employment, to increase the use of Downtown facilities, and to further enhance commercial concentration at the city center.
3. Balanced development of the central Lakefront area to serve the optimum needs of Seaway and air commerce, and to gain the fullest potential of the Lakefront for public recreation and enjoyment.
4. Improvement of the Public Land Protective District, known as the Mall area, by the addition of public office buildings and by the expansion of the convention and exhibition facilities now located in said area.
5. Expansion of present convention and exhibition space in the Mall area to the extent necessary to provide Cleveland with a modern Convention Center competitive with similar new facilities in other cities.



6. Attraction of sufficient new convention-type hotel facilities to sustain Cleveland's competitive position in the regional and national convention market.
7. Encouragement for the increased use of Downtown functions and facilities by the development of appropriate areas, generally adjacent to East 9th Street north of Superior Avenue and generally adjacent to Euclid Avenue in the vicinity of Fenn College, for in-town housing accommodations.
8. Recognition of the importance of conveniently located Downtown warehousing and industrial activities for service to the area and as a source of Downtown employment through encouragement of modern industrial park type development.
9. Improvement of access, distribution, and convenience for automobile patrons to Downtown through completion of freeway projects destined to serve the area, by promotion of the most efficient use of existing streets and the construction of other streets as necessary, and by provision of adequate fringe parking facilities adjacent to freeways as well as by provision of adequate central parking terminals adjacent to principal central destinations.
10. Improvement of access, distribution, and convenience for Downtown rapid transit patrons, and encouragement for increased development and use of the central district by provision of rail rapid transit facilities in Euclid Avenue so linked to the present C. T. S. system as to permit present through-train service between east and west.



11. Improvement of the civic usefulness and aesthetic character of the Public Square, Playhouse Square, and the Mall area through whatever measures will best favor pedestrian safety, convenience and enjoyment.

NOW THEREFORE BE IT RESOLVED BY THE CLEVELAND CITY PLANNING COMMISSION:

Section 1. That the Report entitled "Downtown Cleveland 1975," dated May 21, 1959 be adopted as the General Plan for the development of Downtown Cleveland, together with the following map, a generalized copy of which appears in said Report but the original of which is on file in the office of the Commission: "Proposed Land Use - 1975"; and together with the three-dimensional model constructed at a scale of one hundred feet to one inch for the purpose of illustrating the Downtown Plan proposals.

Section 2. That in so adopting the General Plan for the Development of Downtown Cleveland it is the position of the Commission that:

- (a) More intensive study will be immediately given to the future potential of that part of Downtown Cleveland lying generally west of West 3rd Street and north of Superior Avenue, and a plan for this area will be prepared and adopted.
- (b) The land uses designated in the Plan together with their locations are intended to be suggestive to private developers and public officials in the formulation of development programs aimed at realizing the full potential of Downtown Cleveland. As a part of the formulation of and agreement upon such development programs by all parties at interest,



consideration will be given to the most appropriate public measures whereby such developments can be best aided and effectuated.

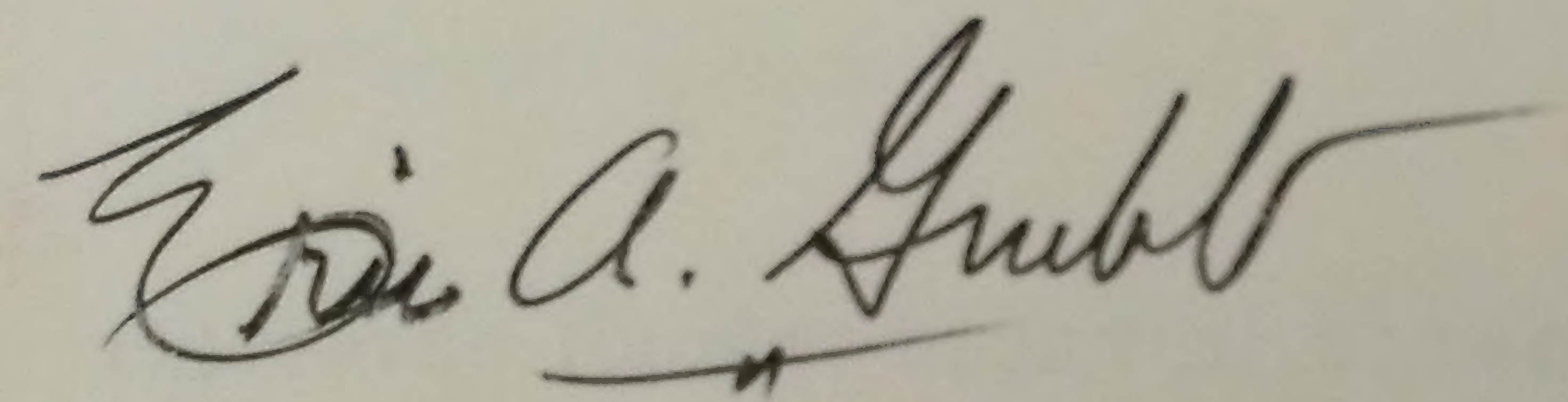
- (c) The Commission will encourage the implementation of the Downtown Plan in accordance with the underlying concepts for development as stated by the Plan. In so doing, however, the Commission will take full cognizance of any needed adjustments in the Plan which are occasioned by changed conditions and requirements not now in evidence or which result from detailed development studies made by public agencies and private endeavor.
- (d) Every effort must be made to retain, and increase where possible, Downtown public open space. Such open space is an integral part of a vital and healthy Downtown center.
- (e) With respect to the recommended improvements in rapid transit passenger distribution, every consideration must be given through the final engineering studies to installation of the Subway in such a manner as to allow for its use by the Shaker Rapid Transit System and also to allow provision of future station stops wherever justified by Downtown developments, including west of Public Square.
- (f) In view of the potential of Downtown for housing accommodations as suggested by the Plan, all efforts must be continued toward the elimination of air pollution.



Section 3. That the Commission is deeply grateful to the citizens of Greater Cleveland, civic and business groups, as well as public officials who have given so generously of their time in study of the Downtown Plan and in making helpful suggestions to the Commission for its consideration during the course of its deliberations upon the Plan.

Section 4. That the effective date of adoption of the General Plan for the development of Downtown Cleveland shall be November 17, 1959.

ATTEST:



Eric A. Grubb  
Secretary

November 17, 1959







*I. Introduction*

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## I. INTRODUCTION.

### A. THE FUNCTION OF DOWNTOWN.

Downtown Cleveland serves a unique function in its Metropolitan Area. It is the largest shopping and employment center; it is the focus for information and negotiation, and the headquarters for government. It offers the Area its greatest common pool of space, materials and labor. In sum, Downtown Cleveland is the Metropolitan Area's outstanding display of the complexity of mutual interdependence and the benefits of face-to-face communication.

### B. THE ASSETS OF DOWNTOWN.

The prime assets of Downtown Cleveland -- and the reasons for ensuring its future -- are the concentration of its functions and, in turn, their accessibility to the maximum number of people in the Metropolitan Area.

### C. THE FUTURE OF DOWNTOWN.

The future of Downtown Cleveland lies in its importance to the Metropolitan Area as the highest and most efficient focus for the operation of its business and governmental functions, and in its importance to the City of Cleveland as the highest concentration of local tax revenues.

### D. THE ROLE OF PLANNING AS A MEANS TO THE FUTURE.

The future vitality of Downtown Cleveland is important to everyone with a stake in the Metropolitan Area. Downtown Cleveland will not, however, attract continuing investment in new buildings and other revenue-producing developments unless business enterprise and government share responsibility for the continued improvement and maintenance of Downtown's functional efficiency. The best possible vehicle by which all of these interests can be



2.

coordinated is an agreed upon and accomplished "Development Plan", a part of which should consist of needed public improvements.

In essence, this particular Plan points the way to renewal and revitalization of Downtown Cleveland through development of a total concept for growth, which includes:

1. Recognition of current Downtown assets which must be retained, and identification of deterrents which must be altered or removed for early betterment of the area.
  2. Determination of the basic economic functions of Downtown and their probable space needs for the future, coupled with identification of those locations where expansion of such functions can best contribute to total Downtown revitalization.
  3. Identification of public actions necessary for improvement of Downtown access and environment as requisites for, and stimulants to, continued private development.
  4. Positive recommendations for implementation of the Plan through governmental and business cooperation, to span the gap between Downtown Cleveland 1959 and Downtown Cleveland 1975.
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II. *The Present Position of Cleveland:  
National and Regional*

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## II. THE PRESENT POSITION OF CLEVELAND-NATIONAL AND REGIONAL

Cleveland is one of the most important metropolitan centers in the United States. With the development of the St. Lawrence Seaway, Cleveland should increase in its importance. The degree to which Cleveland remains one of the major metropolitan centers depends, however, upon the steps which Cleveland itself takes to capitalize on the potential offered it. In the light of national and regional growth expectations, the modernization and improvement of its Central Business District is one important avenue open to Cleveland.

### A. NATIONAL GROWTH ANTICIPATION.

Based upon a continuation of present trends, and barring a major war or economic depression, it has been recently estimated that the population of the United States will increase by at least one-third -- 50 million persons -- to a total of 220 million persons by 1975. It has been further estimated that although 86 million persons will be employed in 1975, and on a 35-hour week basis, per capita income will rise about 50 per cent above present levels. Yet another forecast is that by 1975 the "gross national product" may almost double from its present 440 billion dollars to 740 billion dollars.

### B. REGIONAL GROWTH ANTICIPATION.

About 100 million Americans now live in metropolitan areas, including their central cities. Two-thirds or more of the national population growth anticipated by 1975 is expected to take place in these already-established centers.



The Cleveland Standard Metropolitan Area (Cuyahoga and Lake Counties) ranks tenth among the Standard Metropolitan Areas of the country. In 1950, the Area had 0.97 per cent of the national population. Since 1950, however, the population of the Area is estimated to have increased at a somewhat higher rate than that of the nation so that it now has slightly over one per cent of the national population. By 1975, it is estimated that the population of the Cleveland Standard Metropolitan Area will increase by 974 thousand persons, or two-thirds above its population in 1950.

Over 40 per cent of the Area's labor force is employed by manufacturing concerns. The annual value of the Cleveland Area's manufactured products amounts to about 5 billion dollars, or almost 2 per cent of the gross national manufactured product. The decline in Area employment between October 1956 and October, 1958 was largely concentrated in manufacturing, whereas non-manufacturing employment remained fairly constant during the same period. In long-range terms, it is not anticipated that the decline in manufacturing employment - the heart of the Area economy - will continue, especially in view of anticipated national expansion and the assets offered by the Cleveland Area in terms of skilled labor force, proximity to markets and raw materials sources, and transportation.

#### C. THE ECONOMIC POSITION OF CLEVELAND.

In population, the City of Cleveland ranks seventh among the major cities of the nation. From another view, it is the most populated center in the third largest of the nation's 18 recently-defined "Urban Regions." An "Urban Region" is described as an area in which two or more "Standard Metropolitan Areas" overlap or adjoin, and is a phenomenon of rapid national



post-war growth wherein many cities and suburbs have fused over wide territories and now sprawl in great complexes of residence, industry and commerce.

Under these terms, Cleveland is the most populated city in an "Urban Region" which also includes Lorain-Elyria, Akron, Canton, Youngstown, Wheeling-Steubenville, Pittsburgh, Johnstown and Altoona. The total 1950 population of this urban region is estimated at over 5.8 million and its area is estimated at about 32,000 square miles. To say the very least, this great region is easily accessible to all parts of the United States and is the center of its steel-making.

To return to the City of Cleveland, however, and its position in the Metropolitan Area; the following findings sharply focus the changing economic relationship as between the central city and its region over the past few decades.

Between 1929 and 1950, as compared to the Cleveland Standard Metropolitan Area:

The City of Cleveland's proportion of total population declined by 10.0%.

The City of Cleveland's proportion of retail trade employment declined by 14.2%.

The City of Cleveland's proportion of wholesale employment declined by 3.6%.

The City of Cleveland's proportion of manufacturing production workers declined by 19.6%.

Insofar as Cleveland's proportion of business service (office) employment is concerned, it is fully believed that the City maintained and



even increased its relative share over the above period, even though specific figures have not been analyzed.

The foregoing illustrates the fact that Cleveland-which has been virtually built-up for many years - and its Downtown area have not shared fully in the recent growth of the region as a whole. The national phenomenon of suburban growth and decentralization is not peculiar to the City of Cleveland, however. It is shared by every major metropolitan center in the country.

#### D. THE GOAL FOR CLEVELAND.

It has been previously established that the heart of Cleveland is exceedingly important to the health and well-being of the City of Cleveland and to the entire Cleveland Metropolitan Area. True, the also growing obsolescence of neighborhoods immediately adjacent to Downtown are a deterrent to the well-being of the city and the region, but Cleveland is at least aggressively conducting an urban renewal program for these areas, in which private capital is actively participating.

A revitalized Downtown in an expanding region must also be the goal. To this end, and in view of the problems posed by anticipated national and regional growth, the closest possible cooperation between business interests and government will be required.

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### III. DOWNTOWN CLEVELAND TODAY.

Downtown Cleveland is a highly complex unit of the Metropolitan Area and its functions are distinct but closely interrelated. Planning for its future first requires an understanding of its present nature. We take stock, therefore, of Downtown's physical character, economy, appearance, and the transportation which serves it.

#### A. DOWNTOWN STRUCTURE.

##### THE STUDY AREA.

For the purpose of this study, we define "Downtown" as an area of 1,375 gross acres bounded by Lake Erie on the north, the Inner Belt Freeway on the east and south, and the bluffs of the Cuyahoga River Valley on the west.

Within the total "Downtown", there is a "core" which contains the densest concentration of offices, retail stores, theaters and other typical objectives of trips to the Central Business District. The "core" of Downtown is contained generally within one block north and south of Euclid Avenue between the Union Terminal and Playhouse Square.

##### THE USE OF SPACE.

The use of land, the density of its use by people, and the services they require set the scale for any comprehensive planning program. In the case of Downtown it is the present use (functions) of enclosed floor space, and the interrelationship of these functions which largely determine the character of Downtown and what can be done to improve it.



The space use inventory taken by the City Planning Commission staff in the Spring of 1958 recorded a total of 46.8 million square feet of gross floor space in Downtown Cleveland. Over 124,000 persons are employed in these buildings. This exceeds the total employment of the City of Columbus and accounts for approximately 1 of every 6 persons employed in the Cleveland Metropolitan Area.

I. Functional Use of Floor Space.

Among all the categories of space now used in Downtown Cleveland, office space is quantitatively the most important. Space used for "business services" (the category roughly equivalent with the concept of office space) accounts for almost 25 per cent of all enclosed space in the Downtown area. This is about one-third more space than is devoted to retail use, the next highest category.

PERCENTAGE OF FLOOR SPACE BY MAJOR FUNCTION

<u>Category</u>	<u>Floor Area (Square Feet)</u>	<u>Percentages</u>
Business Service (Offices)	11,452,700	24.5
Retail	7,874,200	16.8
Wholesale, with stock	7,753,400	16.6
Manufacturing	5,665,300	12.1
Public Service	3,891,000	8.3
Other*	8,935,500	19.1
Vacant	<u>1,239,400</u>	<u>2.6</u>
TOTAL	46,811,500	100.0

\*"Other" includes, in descending order of quantity, "Garage", "Hotel", "Residence", "Auditoria", and "Consumer Service."



2. Concentration of Employment.

There are two dominant centers of Downtown employment. One is the office/retail complex along Euclid Avenue between the west side of East 9th Street and Playhouse Square; the other is the office/retail/hotel complex surrounding the Public Square south of Superior Avenue and including the Republic/Midland Building complex south of Prospect Avenue. These two centers account for about 25 per cent of all Downtown employees.

The major categories of Downtown employment, as of the Spring of 1958, were:

<u>Category</u>	<u>Number of Employees</u>	<u>Percentage</u>
All Offices	71,800	58%
Retail Sales	26,000	21%
Wholesaling and Industrial	26,300	21%
Total	124,100	100%

These statistics emphasize the importance of office employment as a potential in the promotion of Downtown Cleveland's economy.

3. Vacancies.

A certain amount of vacant space in Downtown is desirable because it allows "elbow room" for expansion by present building tenants and for occupancy by new tenants to the area. A vacancy ratio of about 5 per cent of total available space is considered "normal" for a major Central Business District.



As of October 1, 1958, vacancies in Downtown office buildings (not including the new Illuminating Company and East Ohio Gas Company buildings) averaged slightly less than 4 per cent of total space available for rental. This represents a fairly strong market, particularly when analysis reveals that the majority of vacant space was available in the older, less well-equipped structures.

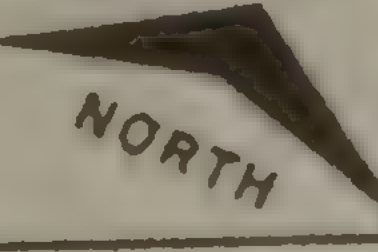
The new Illuminating Company and East Ohio Gas Company buildings have added space on the order of 10 per cent of the available supply. Whereas the chain reaction of moves resulting from shifts of tenancy to the new structures will take some time to work out, it is probable that the vacancy rate will rise to between 7 and 8 per cent of total available space within the current year. While this level of vacancy is by no means disastrous, it does indicate a reasonable balance of supply and demand, and permits a forecast that the construction of additional major office buildings in Downtown Cleveland will be temporarily discouraged until the new space is absorbed by the market and vacancies return down below 5 per cent of total space.

As to retail space, the area between the Higbee/May/Bailey department store complex at the western end of Euclid Avenue, and the Halle Brothers/Sterling Lindner area at Playhouse Square has shown some signs of weakness, particularly on the north side. This is reflected by store vacancies and temporary tenancies, particularly among apparel and specialty shops.





CLEVELAND CITY PLANNING COMMISSION  
MAY 21, 1959  
SCALE: 1" = 1000'



- 25 EMPLOYEES
- 100 EMPLOYEES
- 500 EMPLOYEES

# DOWNTOWN CLEVELAND EMPLOYMENT DISTRIBUTION



#### 4. Trends and Shifts in Space Use.

The "office building boom" in Downtown Cleveland during the 1920's provided perhaps the most significant change in the supply and character of Downtown floor space. Available space, in terms of net square feet of rentable area, rose from 4.3 million to 6.8 million between early 1923 and the end of 1930. Subsequent year-by-year fluctuations show a slight increase during World War II and a slight decrease thereafter, mostly resulting from use changes. No new office buildings of over 100,000 square feet were constructed between 1930 and 1957.

There has been an increase in Downtown financial office activities since 1929, including not only banks and investment houses but also insurance and real estate offices.

On the other hand, owing to increased suburban auto shopping, there has been a continuing decline in the number of Downtown retail outlets, particularly in the "hard goods" category which includes automotive, hardware, furniture and appliance stores. Some marginal store units outside the "Core" have been demolished for parking space. Reduction in Downtown retail space has occurred not only because of the above trends, but also because of the nationwide application of modern merchandising methods which make it possible to accommodate any given volume of sales in a smaller area than was possible a decade ago.

Decentralization: During the past 10 years, Downtown Cleveland has lost some office building tenants to outlying areas, but the loss has not been great in proportion to the total quantity of available space. Because of



the growth in Cleveland's economy, the net expansion of space by tenants already in Downtown buildings was in fact, quantitatively greater than the space relinquished by tenants who moved to outlying areas.

CATEGORIES OF OCCUPANCY CHANGE IN DOWNTOWN CLEVELAND  
OFFICE BUILDINGS, BY TWO-YEAR PERIODS, 1948 - 1957

Category	Occupancy Changes, in Thousands of Square Feet					
	Ten Year Total	1948-49	1950-51	1952-53	1954-55	1956-57
Occupancy increased by:						
New tenants, local	541.9	90.9	158.3	99.2	92.7	100.8
New tenants from out of town	249.4	51.7	45.9	56.3	47.5	48.0
Tenants from other buildings	1,044.2	275.2	363.9	120.3	185.3	99.6
Tenants from factories, residences and sub-centers	98.8	20.9	25.0	27.7	8.8	16.4
Net expansion of present tenants	<u>1,545.6</u>	<u>222.1</u>	<u>351.1</u>	<u>284.6</u>	<u>330.6</u>	<u>357.3</u>
Total increase	3,479.9	660.8	944.2	588.1	664.9	622.0
Occupancy decreased by:						
Tenants out of business	443.0	122.6	97.8	80.8	58.4	83.4
Moved to other cities	197.5	25.1	70.0	36.2	36.9	29.3
Moved to other buildings	1,552.9	366.7	318.4	235.3	353.3	279.3
Moved to factories, residences and sub-centers	479.0	123.9	81.0	69.9	113.5	90.7
Net contraction of present tenants	<u>788.3</u>	<u>150.4</u>	<u>163.8</u>	<u>126.9</u>	<u>173.0</u>	<u>174.1</u>
Total decrease	3,460.7	788.6	731.0	549.1	734.9	657.1
Net change*	10.2	(127.8)	213.2	39.0	(70.0)	(35.1)

\* Figures in parentheses indicate net decrease

Source: Quarterly "Office Building Occupancy Reports," The Cleveland Association of Building Owners and Managers

Note: Some aggregates do not add precisely because of rounding of fractional figures.



It must be noted that the spatial growth of a metropolitan area such as Cleveland, coupled with the increase in automobile ownership and usage, creates a situation in which some professional and business enterprises of moderate size (requiring from 20,000 to 100,000 square feet of office space) find it more advantageous to take space in outlying areas convenient to the clientele they wish to serve. Often, too, these enterprises feel that occupancy of a new building in an outlying area will have advantages in terms of prestige, parking for employees or patrons, or some other consideration which will offset the advantage of a central location. Recent insurance and other office developments on Euclid Avenue beyond the Inner Belt Freeway were doubtless based upon many of these factors.

Similarly, decentralization of certain heretofore Downtown retail activities is a by-product of suburban growth and increased automobile usage. Cleveland is virtually built-up and the suburbs offer suitable amounts of land for housing the rapidly rising number of new families. Convenient retail and service establishments are needed to meet the requirements of persons living in the new communities. That retail decentralization which is limited to the provision of amenities and convenience good shopping facilities for the outlying households is to be expected, and will not prove seriously detrimental to the Downtown retail function.

#### VALUE AND CONDITION OF SPACE.

Downtown Cleveland represents 22 per cent of the total assessed valuation of the City of Cleveland and 12 per cent of the total assessed valuation of



the Metropolitan Area. To the extent that the value of Downtown declines through neglect and obsolescence, taxes are likely to increase on all other properties in the City of Cleveland.

1. Distribution of Assessed Values.

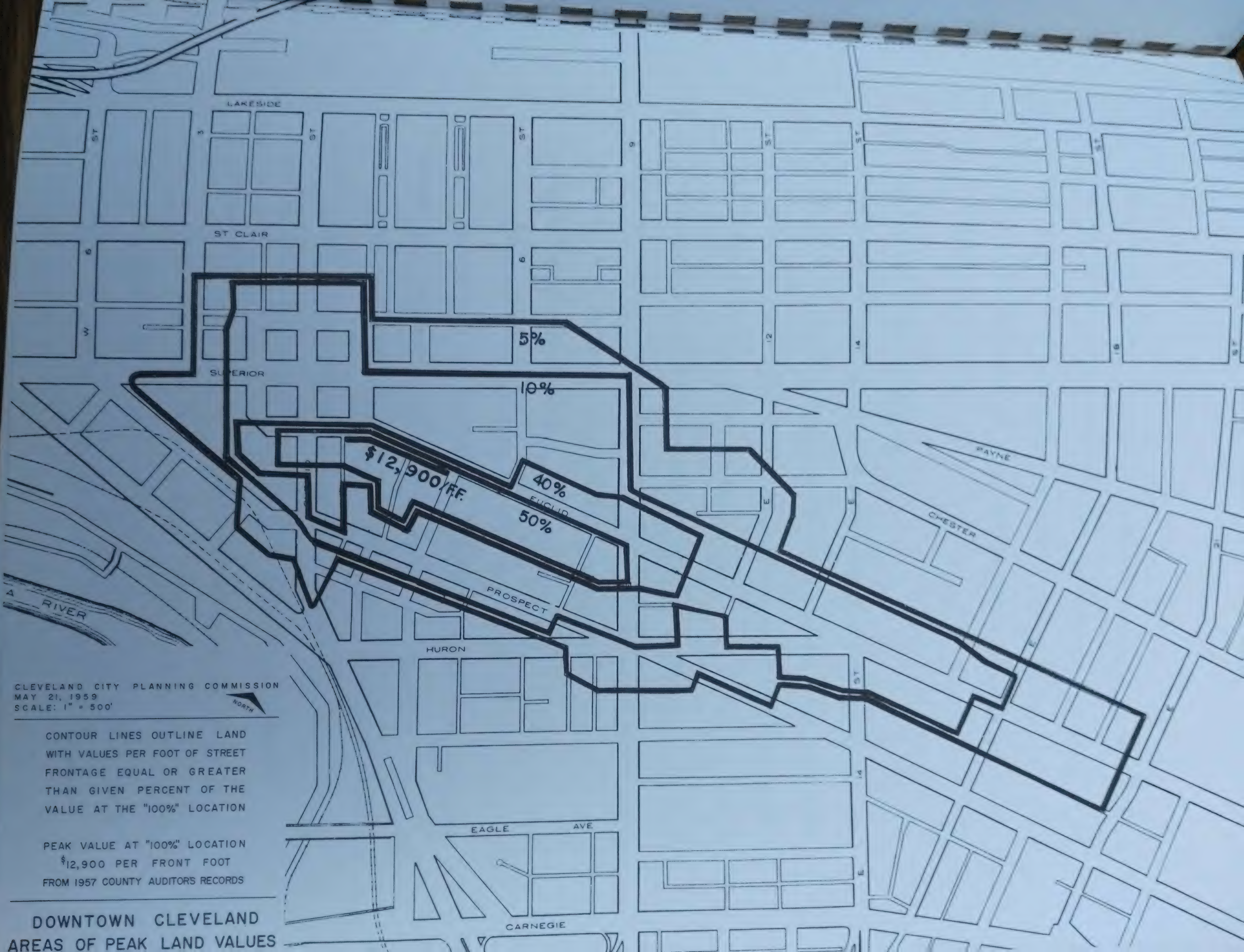
The distribution of land values indicates a peak value of \$12,900 per front-foot limited to the 100 per cent retail location along the south side of Euclid Avenue from the May Company store to East 4th Street. Beyond this location values drop sharply in concentric rings around this peak. The outer limit (5 per cent of the above peak front-foot value) is contained generally within a line which bounds Euclid Avenue frontage from East 21st Street to Playhouse Square and then/expands to include frontage on Superior Avenue, Prospect Avenue and the Public Square to a western extremity at West 3rd Street.

Surveys indicate that over the past 25 years the peak front-foot land valuation has remained constant in location but has increased somewhat in valuation. It is also indicated that the outer limit of lower land values (5 and 10 per cent of the "peak") has contracted somewhat in location to effect its present consolidation generally around the central core, as described above.

2. Tax Exempt Property.

Of the net buildable land within Downtown, excluding the Lakefront area, approximately 15 per cent is in the "tax exempt" category. Apart from institutional and other uses, some of this property is retained as public





CLEVELAND CITY PLANNING COMMISSION  
MAY 21, 1959  
SCALE: 1" = 500'

CONTOUR LINES OUTLINE LAND  
WITH VALUES PER FOOT OF STREET  
FRONTAGE EQUAL OR GREATER  
THAN GIVEN PERCENT OF THE  
VALUE AT THE "100%" LOCATION

PEAK VALUE AT "100%" LOCATION  
\$12,900 PER FRONT FOOT  
FROM 1957 COUNTY AUDITORS RECORDS

DOWNTOWN CLEVELAND  
AREAS OF PEAK LAND VALUES



open space. There is a need for such open space merely for the sake of openness as relief from the intense concentration of asphalt, brick and stone which characterizes the heart of Cleveland and that of every other major American city. Such open space is an integral part of a healthy Downtown core.

### 3. Age and Condition of Buildings.

Short of a complete appraisal of each building, which was beyond the scope of this immediate study, the following general observations are useful in approximating the relative quality and condition of the individual structures that make up Downtown Cleveland.

There appears to be a substantial concentration of obsolete, pre-1900 buildings devoted to commercial and semi-industrial use in the area generally west of West 3rd Street and north of Superior Avenue. In the northeast section of Downtown, generally east of East 9th Street and north of Superior Avenue, there are two extensive areas containing a residue of very old and low-rated buildings devoted to mixed and marginal residential, commercial and semi-industrial use. The bulk of the "core area" retail space appears to be in buildings which predate World War I, while almost half of the present supply of office space was built during the "office building boom" in Downtown Cleveland in the 1920's.

Since the 1930's the pattern of development has been one of modernization of existing properties, and individual rebuilding at scattered locations -- principally for office use in the "core" district, and for commercial and semi-industrial purposes in other parts of Downtown



Most removal of older, marginal-use structures has been for the provision of off-street parking, principally east of East 9th Street and within walking distance of Euclid Avenue.

4. Existence of Blighted ("Soft") Areas

In general, the age of buildings is less significant if original design and construction are sound, and if maintenance and modernization are pursued. When however, functional obsolescence saps the earning power of a structure its usefulness has ended.

A major problem for Downtown Cleveland is the inhibiting effect on relatively uneconomic structures housing marginal uses. Such properties inevitably become "dead" properties, and dead property causes a decline in the value of adjacent property.

Aside from a scattering of obsolete properties within the core, Downtown Cleveland possesses a number of varied-size areas which contain obsolete, worn-out land uses in need of large-scale replanning and rebuilding with productive new uses to satisfy modern requirements. Such action appears to be chiefly needed in sections of the area lying generally between East 9th Street and the Inner Belt Freeway north of Superior to the Lakefront bluffs, and also south of Prospect Avenue. The area generally west of West 3rd Street and north of Superior Avenue should possibly be considered in the same category, although it must be admitted that the depth of study required to fully determine specific objectives for upgrading of this area is beyond the scope of this particular planning program.

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CLEVELAND CITY PLANNING COMMISSION  
MAY 21, 1959  
SCALE: 1" = 1000'



# DOWNTOWN CLEVELAND EXISTING BUILDINGS



## B. DOWNTOWN FUNCTIONS.

The Downtown area of any city traditionally performs a series of vital functions which attract people to it from a very wide area. People are attracted or pulled to the city center for a particular reason such as shopping, banking, employment or recreation or, in some cases, to accomplish multiple objectives. The greater the number of these functions that Downtown can perform effectively, the greater its strength and stability and the more beneficial it will be to the entire area supporting it.

Pedestrian surveys conducted by the Real Estate Research Corporation in Downtown Cleveland during September, 1958, revealed that:

- (a) 4 out of 10 pedestrians came Downtown primarily to work.
- (b) 3 out of 10 pedestrians came Downtown primarily to shop.
- (c) About 1 out of 4 shoppers came Downtown primarily for other reasons than to shop or work, such as business matters, recreation, amusement or eating.

These proportions, while not unusual for Downtown in a city the size of Cleveland, emphasize the interrelationship of the various functions which the central district performs. This interrelated nature of Downtown functions may be summed up thus:

- (a) The ability to attract as shoppers, persons who are Downtown primarily for other purposes, helps the retailers maintain the sales volume necessary to offer a wider variety of goods than is available in any other retail concentration in the Metropolitan Area. This variety, in turn, serves to attract people who come Downtown specifically to shop.



(b) The convenience of being able to accomplish other objectives of other purposes Downtown, makes Downtown more attractive for many people as a place in which to work, to obtain recreation, or to accomplish other objectives.

## DISTRIBUTION OF MAJOR DOWNTOWN FUNCTIONS.

### 1. Retail

The Higbee/May and Halle/Sterling-Lindner complexes are the two principal retail generators in Downtown Cleveland. They are, however, located far apart (one-third of a mile); and interruption of the retail continuity of the intervening section of Euclid Avenue by major non-retail functions tends also to discourage pedestrian interchange between these two shopping complexes. Pedestrian surveys indicated that only 8.2 per cent of the persons who came Downtown primarily to shop had entered both the Higbee and Halle department stores, in spite of the free bus service available between them.

Retail activity of Downtown Cleveland serves four basic but distinct functions of varying importance.

#### (a) Convenience Center for Downtown Employees.

This is a highly important function and one which should not be underestimated. Surveys indicate that the income of Downtown Cleveland employees is relatively high. The large office building complexes which surround Euclid Avenue place many thousands of office workers daily in the area of retail concentration. Many of these employees make a substantial



- 18.
- (b) The convenience of being able to shop, incidentally to accomplishment of other purposes Downtown, makes Downtown more attractive for many people as a place in which to work, to obtain recreation, or to accomplish other objectives.

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amount of their total clothing and apparel purchases Downtown primarily because of the convenience afforded by their place of employment.

(b) Shopping Center for Local Residents.

In this sense, the Downtown retail area operates as any other neighborhood business district. It provides both the convenience goods and shoppers goods needs for the majority of those persons who live within a one-mile radius of Euclid Avenue and East 9th Street. More moderate and high-income level housing in the area, however, would render this function of Downtown retailing more important with respect to total sales volume.

(c) Shopping Center for the Metropolitan Area.

Traditionally, this has been the primary function of the Downtown retail district. Almost all suburban families shopped Downtown, at least occasionally, because of the unique selection and range of quality and price of goods available.

This basic shopping pattern has been altered in recent years, however, through the establishment of the new, larger outlying shopping centers. These new centers have been carefully located to maximize convenience to their potential trading area for automobile shoppers.

Also, their design has been dedicated to advancement of ease and pleasure of shopping, and merchandise is now offered in a range somewhat comparable to that obtainable Downtown.

The result is that finally a substantial share of business which would be destined for Downtown has been intercepted by the latest and outermost



ring of suburban centers. A few suburban families no longer rely on Downtown for any of their major retail purchases. This trend is expected to increase as expansion of the outermost ring of suburban shopping centers keeps pace with future suburban growth.

(d) Retail Center of Northern Ohio.

This function represents service to persons from outside the Cleveland Metropolitan Area who are in Cleveland temporarily for a number of purposes; to attend conventions, to transact business, to shop, and to visit places of culture and entertainment.

Whereas the retail purchases made by these persons are not large in relation to total Downtown sales volume, they are important not only to Downtown but also to the City of Cleveland for they do bring money into the city and are a factor in bolstering its economic base.

The attraction of Downtown Cleveland as a regional center is reflected by the pedestrian surveys which revealed that 10.1 per cent of those persons who came downtown to shop lived outside the Standard Metropolitan Area as defined by the U. S. Census (all of Cuyahoga and Lake Counties).

Other significant characteristics of the Retail Function in Downtown Cleveland as revealed by surveys made by the Real Estate Research Corporation are:

- (i) Trading Area: The present trading area of the Downtown retail district hypothetically extends in a circle radiating for approximately 50 miles in all directions and, in some instances -- particularly to the east -- for a greater distance.



(12) Mode of Transport: 69.5 per cent of those persons who came Downtown primarily to shop used public transportation (either rapid transit or bus); 27.3 per cent came by private automobiles; less than 3 per cent came on foot.

(13) Trend in Retail Sales: According to the 1954 U. S. Census of Business, the total Downtown Cleveland retail sales volume in 1954 was 5.5 per cent greater than in 1948. At the same time, sales for the entire Cleveland Metropolitan Area (Cuyahoga and Lake Counties) increased by 31.2 per cent.

PER CENT CHANGE IN SALES VOLUMES, 1948 TO 1954, ADJUSTED  
FOR DEVALUATION OF DOLLAR, FOR CENTRAL BUSINESS DISTRICTS  
AND STANDARD METROPOLITAN AREAS OF MAJOR U.S. CITIES

<u>City</u>	<u>Per Cent Change</u>	
	<u>Central Business Districts</u>	<u>Metropolitan Areas</u>
Cleveland	- 5.1	18.1
Baltimore	-11.6	N. A.
Boston	- 7.6	21.6
Chicago	-14.6	15.0
Detroit	-20.0	25.5
Los Angeles	-16.0	35.4
Philadelphia	-15.4	17.5
Pittsburgh	-24.5	3.6
St. Louis	-19.2	19.2
San Francisco	- 9.4	15.7
Washington	-11.8	22.22

N. A. - Not Available



During the period 1948-1954, the purchasing power of the dollar consistently declined. The preceding table takes account of this devaluation and thus presents a truer picture of the real changes in sales volume. Accordingly, the table reveals a 5.1 per cent decrease in Downtown retail sales and an 18.1 per cent increase in Metropolitan Area sales during the period 1948 to 1954.

2. Offices.

Iron and steel are the backbone of Cleveland's economy; 29 per cent of Ohio's 2,863 metal working plants are in Cuyahoga County. Over 40 per cent of the area's labor force is employed by manufacturing concerns and almost 75 per cent of manufacturing employment is engaged in durable goods industries. Cleveland is also a center of operations for many transportation activities.

Although "offices" account for the largest share (24.5 per cent) of all enclosed space in Downtown Cleveland, their prime function currently is service directly linked to the needs of Cleveland's basic industries and their employees, rather than as centers for national and regional administrative activities.

There are two dominant concentrations of office space in Downtown Cleveland - one is centered at East 9th and Euclid, and the other is composed of the Republic/Midland Building complex south of the Union Terminal. Together, these two office concentrations account for almost 20 per cent of all Downtown office space and they house about 13 per cent of all Downtown employees.



Since 1955 a new center of office buildings has become established on Euclid Avenue east of the Inner Belt Freeway and just beyond what has been considered the edge of "Downtown". It is anticipated that by the end of 1959 this new development will contain a total of 386,000 square feet of gross floor space in 14 individual buildings largely devoted to area branch office functions of insurance and manufacturing concerns.

### 3. Hotels.

Rooms available for transient guests in first-class Downtown Cleveland hotels currently number slightly over 3,000. The hotels contributing to this supply include three built between 1910 and 1920 (the Pick-Carter, the Sheraton-Cleveland and the Statler) and two built in the 1920's (the Auditorium and the Manger). These hotels handle the dominant share of Cleveland's conventions and meetings requiring over 100 guest rooms and they still attract a large proportion of business travelers. The above quantity of first-class hotel rooms is judged to be somewhat smaller than is justified by the importance of Cleveland as a center of finance, commerce and industry, and by the size of population in the Cleveland Metropolitan Area. The fact, however, that no new transient hotels have been built in Downtown Cleveland for 30 years is not peculiar to Cleveland. The same dearth of new hotel construction prevails in most of the large metropolitan centers of the United States.

Almost 2 million square feet, or 4.2 per cent of the total gross floor space in Downtown Cleveland is devoted to "hotel use". With the exception of the Auditorium Hotel, all first-class facilities are located



integrated business center. It is hoped and presumed that these incompatible uses will gradually disappear, either through economic factors or rezoning into compatible use categories, or by elimination through large-scale rebuilding.

5. The Port.

Although functionally not a part of Downtown, Cleveland's commercial port facilities are located principally on those sections of the Lakefront and Cuyahoga River which are adjacent to the Central Business District. The influence of sound development of the Downtown Lakefront upon Downtown itself can be great. At the present time, a major stimulant to Downtown development lies in the fact that the Lakefront Airport is only 5 minutes in travel-time from the commercial core. Such convenience ensures the closest possible linkage of home or branch offices in Downtown Cleveland with offices and production centers in other communities. There is also a substantial amount of centrally-located and virtually undeveloped land (between the new West 3rd Street pier and the ore docks on Whiskey Island) available for the building of whatever additional Seaway port facilities are needed for many years to come.

In all of these matters, there is the problem of balanced development of the central Lakefront for commercial and recreational use. The Lower Mall, between West 3rd and East 9th Streets, is publicly owned and offers much opportunity for providing facilities for fuller enjoyment of the Downtown Lakefront by the public.



### C. DOWNTOWN CIRCULATION.

#### PRINCIPAL MEANS OF ACCESS FROM THE METROPOLITAN AREA.

The radial highway and rail network which converges upon Downtown Cleveland is tangible evidence of the focal importance of the district to its Metropolitan Area. A lasting solution to the problems of Downtown revitalization must therefore recognize the necessity for maintaining the most efficient, economical and convenient system of access possible - for people and goods - to the center from the region.

A full study of regional transportation serving Downtown Cleveland has been beyond the scope of this particular program. The following observations are nonetheless useful in establishing the relative means and character of current access to the central business district from its hinterland.

#### 1. Public Transportation.

Recent surveys undertaken by the City Planning Commission staff indicate that approximately 132,300 persons, or 47 per cent of all persons, enter Downtown Cleveland by public transportation (rapid transit, bus and railroad) during an average 24-hour weekday. Almost 72 per cent of these passengers are carried by 42 CTS bus lines covering 345 route-miles serving Downtown. Another 20 per cent arrives by C. T. S. and Shaker Rapid Transit. Commuter railroad service has diminished rapidly, and currently accounts for only about 1 per cent of public transport to Downtown.

Another measure of the service rendered by public transportation is the rate of flow of persons leaving Downtown Cleveland at the extreme



28.  
"peak hour" which occurs just after 5 P.M. on an average 24-hour week-day. The peak rate of persons outbound from Downtown at this time on an average weekday in the Spring of 1958 was measured at 80,800 persons per hour. Of these, public transportation carried persons at the highest rate - 45,700 persons per hour, or 56 per cent of the total peak rate.

At present, only 20 per cent of persons entering Downtown Cleveland use rapid transit. More riders would be encouraged by suburban extensions and the provision of additional Downtown terminal facilities.

## 2. Automobile Access.

An estimated 153,000, or 53 per cent of all persons, enter Downtown Cleveland by private automobile during an average 24-hour weekday. The outbound peak rate of flow from Downtown just after 5 P.M. by private automobile was measured at 35,100 persons per hour, or 44 per cent of the total peak rate, on an average weekday in the Spring of 1958.

Because the basic Metropolitan highway pattern serving Downtown Cleveland was developed during the horse and buggy era, its congestion at certain points during peak hours of traffic movement comes as no surprise. Recent estimates indicate that by 1975 Cuyahoga County traffic volumes will be double those of 1954. Nonetheless, significant physical improvement in highway access directly related to Downtown has been made, notably building of the Memorial Shoreway, current construction of the Inner Belt Freeway, the widening of Chester Avenue and the



improvement of Route 21 (Willow Freeway) from Granger Road to Broadway.

Aside from congestion at points in the Metropolitan system, efficiency and convenience of auto access to Downtown Cleveland during peak movements is hindered by the existence of only two Downtown connections to the Shoreway, limited access to the west owing to isolation of the area by the Cuyahoga River Valley, and the lack of a close-in, free-flowing collector and distributor "loop" linking major surface arteries on the east. This latter disadvantage will be removed with completion of the Inner Belt Freeway and its connections to the Shoreway and major surface arteries - Superior, Chester, Prospect and East 9th Street. Extension of the Willow Freeway to the Inner Belt Freeway is also needed for improvement of radial access from the south and southeast.

#### CIRCULATION WITHIN DOWNTOWN.

##### 1. Pedestrian Linkages.

A direct clue to the way in which the Downtown "core area" is organized and used - hence a clue to its improvement - can be gained through a study of the physical and functional interrelationships of pedestrian movements.

For this purpose the Real Estate Research Corporation, through the City Planning Commission staff, undertook counts of pedestrians passing 26 Downtown Cleveland locations on September 3 and 10, 1958. Subsequently,



2,400 pedestrians were interviewed at 23 Downtown locations on September 24-26, 1958.

(a) General Characteristics of Core Area Pedestrians.

In the pedestrian "mix" in Cleveland's Downtown "core", women outnumber men.

The "pull" of Downtown Cleveland for suburban residents is stronger with respect to employment, professional services and recreation than with respect to shopping.

Although shoppers were in the majority at locations near the two department store concentrations, the intervening section of Euclid Avenue was either dominated by Downtown workers, or showed no strong preponderance of either workers or shoppers. A major defect, therefore, in the convenience of Downtown retail facilities is the long distance between Higbee's and Halle's and a related defect is posed by the major pedestrian "dead spots" (non-retail functions) between the two ends of the retail district. Some weakening of the intervening retail area has resulted, particularly on the north side of Euclid Avenue.

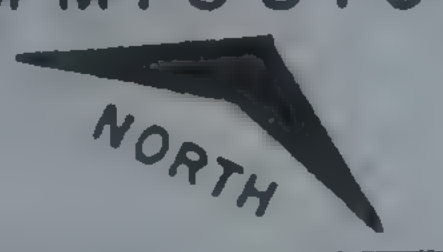
(b) Primary Destinations of Pedestrians.

The primary destinations of pedestrians are not spread out evenly throughout the "core". Over 40 per cent of respondents reported the location of the employment, shopping or other reason for their trip Downtown was within the blocks on the south side of Euclid Avenue between the Cleveland Hotel and Playhouse Square.

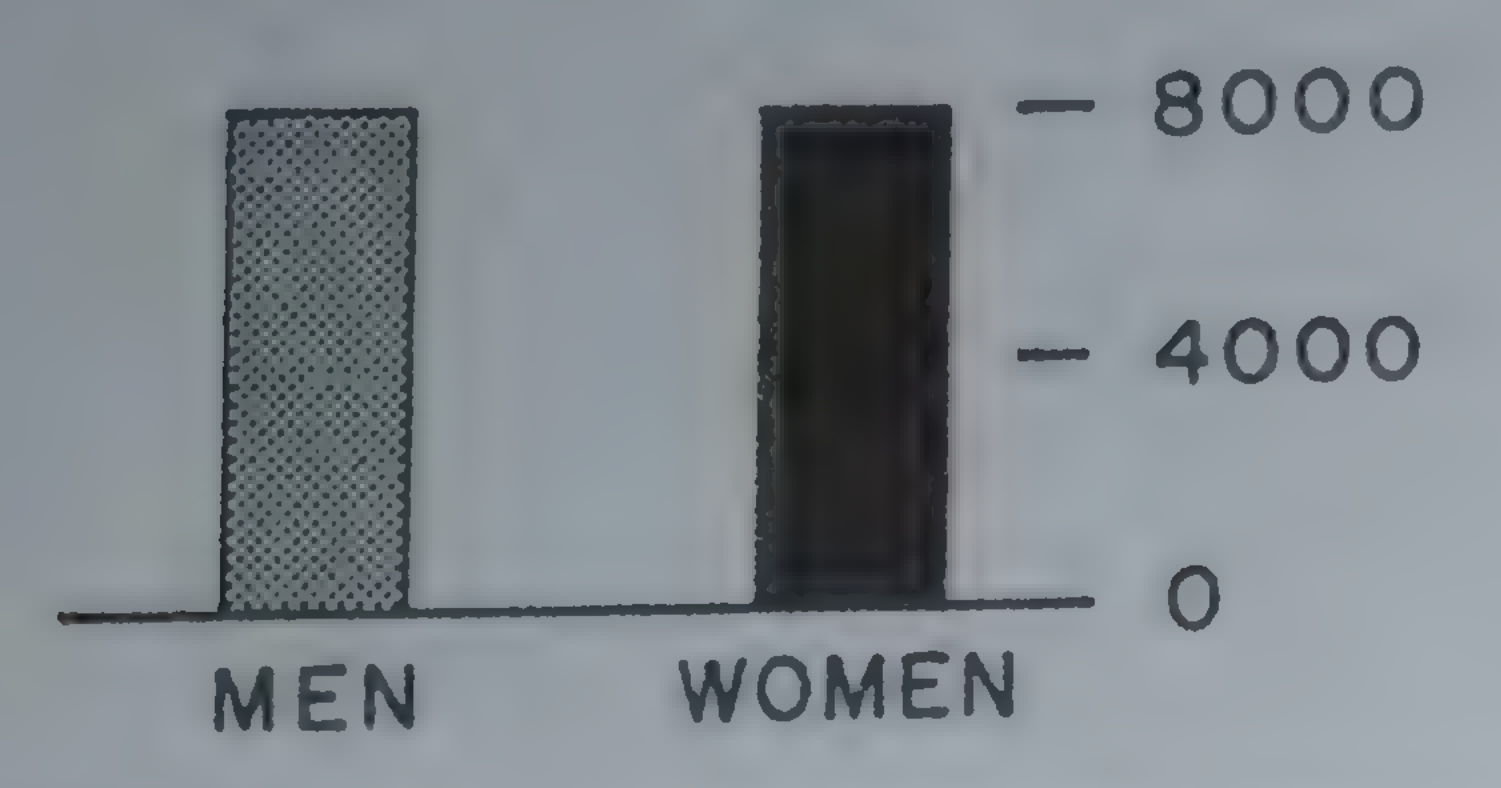




CLEVELAND CITY PLANNING COMMISSION  
MAY 21, 1959  
SCALE: 1" = 350'



NUMBER OF PEDESTRIANS  
PASSING COUNT STATION  
DURING 8-HOUR SHOPPING DAY



DOWNTOWN CLEVELAND  
NUMBER OF PEDESTRIANS



Blocks containing the rapid transit terminal, the Republic/Midland Building complex and the Union Commerce Building were listed as "primary destinations" by an above-average proportion of rapid transit passengers. Two Euclid Avenue blocks just east of Playhouse Square and locations on East 9th Street between Rockwell and Bolivar, lacking any transit station, were "primary destinations" for an above-average proportion of auto riders. The south side of Euclid Avenue between Ontario and East 9th Street was listed "primary destination" of all respondents more often than any other area, and had a higher than average proportion of bus riders.

(c) Pedestrian Interchange-Spatial.

Pedestrian movement tends to move in greatest numbers up and down Euclid Avenue, between the Union Terminal and Playhouse Square, with comparatively little movement to blocks not abutting this main thoroughfare. A plotting of this heavy concentration of pedestrian interchange indicates an elongated pattern extending about 3,000 feet in an east-west direction, and only about 800 feet in a north-south direction. At the two ends of this area, there is only a moderate volume of cross-Euclid movement, and an even lower volume at the center of the area.

The blocks at the two extremities of the area (including Higbee's and Halle's) attract few pedestrians from beyond these two extremities. The Halle block attracts pedestrians almost entirely from the west and the Higbee block attracts pedestrians almost entirely from the east.



(d) Pedestrian Interchange-Functional.

The degree of interchange between Downtown employment and Downtown shopping was substantially higher (primarily because most workers shop at noon or after completion of the work-day) among those whose "pedestrian origination" was at their place of employment. Almost a fourth of these were walking to a place where they intended to shop. Almost as many had as the objective of their walk the category of "recreation-amusement-eating".

Shopping was the objective of walking trips for substantial proportions of persons who had started from a restaurant or place of recreation, or from a medical or dental appointment; it was least often the objective of people who had taken care of business matters.

2. Terminals.

The single rapid transit terminal located at the west end of the Downtown linear core is a disadvantage to the functioning of the core as a whole because of the length of walk to "primary destinations" at the middle and east end of the area. Additional terminals in the core would improve access and thereby encourage new development as well as maintain present property values. Bus routings give direct access to "primary destinations" throughout the core.

The rate structure of parking facilities in Downtown Cleveland is arranged so that the parker must pay a price premium at the locations most in demand, and can obtain inexpensive parking only at locations remote from the core area. This rate structure causes Downtown workers (long-term





CLEVELAND CITY PLANNING COMMISSION  
MAY 21, 1959  
SCALE: 1" = 850'

- GARAGES**
- OVER 2 LEVELS:
- COMMERCIAL
  - PRIVATE
- 1 & 2 LEVELS:
- COMMERCIAL
  - PRIVATE
- LOTS**
- COMMERCIAL
  - PRIVATE

DOWNTOWN CLEVELAND  
EXISTING PARKING FACILITIES



parkers) to seek inexpensive parking at some loss of convenience, whereas shoppers and other sub-groups of the Downtown pedestrian "mix" (short-term parkers) tend to seek convenience even if it involves paying a premium rate.

According to the surveys, less than one-third of the people who came Downtown to work parked in the inner area of high parking charges; less than one-third of the people who came Downtown primarily to shop parked outside the inner high-rate area. The surveys indicate that of the total 24,000-odd parking spaces available to the Downtown general public, about 10,000 spaces are in the inner-high-rate area; slightly over 11,000 spaces are in the middle area; and about 3,000 spaces are in the outlying low-rate area. Parking charges for all-day parking are roughly \$1 and up in the inner area, and only 25 cents for most of the outer facilities. In this latter connection, a major convenience factor is the linkage of 3 C. T. S. Downtown "loop bus" routes with fringe parking facilities at a 10-cent fare for each direction of ride.

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34.

#### D. VISUAL QUALITIES OF DOWNTOWN.

Cleveland is a northern industrial giant - neither young nor old - fronting a great inland sea. It cannot and should not assume the personality of some other type of city, but rather should magnify and celebrate those qualities which are native to it and which indeed make it "Cleveland".

Close scrutiny of Cleveland's central business district reveals a number of topographic and architectural features of such visual significance and quality that they must be recognized and relied upon as cornerstones for the program of Downtown planning and development.

#### VISUAL FEATURES.

Start with the River and the Lake. What city can put on a grander display of an industrial valley? Although visible only at Downtown's edge, the "Flats" are one of its most compelling and dynamic features - the great bridge structures, the industrial traffic moving through or over the complex river bed development, the sweeping skyline view from the west. Although less developed and more empty, the Lakefront has gradually begun to assert a deserved visual impact upon Cleveland's townscape through the Stadium's massive form, the linear quality of the Airport, and the sweeping curves of the highway bridges and their approaches.

From all sides the city's skyline is rendered distinctive by the Terminal Tower, the one truly tall building. Its sheer dominance over all of Downtown is equalled in few other cities; one is reminded of cathedral cities in France or Germany. The Downtown skyline quiets down rapidly thereafter



to an evenness marked by rather bulky structures of approximately twenty-stories height, scattered in an east-west disposition with little definite feeling of clustering. Apart from the Terminal, the Telephone Building and Fenn College, there are practically no attenuated buildings in the skyline, and few church spires make themselves evident.

The Public Square has probably remained the strongest Downtown feature, visually and physically, in spite of the numerous changes in surface form over the years. Few American cities can boast of such a well-established and importantly-surrounded open space at their heart. The Mall, adjacent to the Public Square, while incomplected, has invested Downtown with an island of open space and a green backdrop to its Civic Center. The monumental disposition of public buildings around the Mall is, again, unique and one of Cleveland's special features.

### VISUAL ATTRACTIVENESS.

Visual interest depends not only upon individual "features", but also upon variety of height, form, color, texture and the mixture of new and old.

The strong usage of the Italian Renaissance Revival style is a dominant quality among Downtown's larger buildings, especially around the Mall and Public Square. The monumental quality of the style as well as the unifying use of Indiana limestone facing is an aspect quite unique to Cleveland.

While Downtown is not especially significant architecturally, the clearly functional Rockefeller Building, the elegantly stone-faced Society National Bank and the romantic and surprising "Old Arcade" must be recognized as worthy visual focal points. Although of less architectural significance,



there is good reason to also acknowledge the Cleveland Trust dome, the crisp facade of the Engineers' Building, the bold massiveness of the Union Commerce Building, and the several Victorian facades in the wholesale district which are elements of variety and historical consequence.

The basic Downtown building colors are gray and buff, with the whiteness of the Keith Building a striking contrast. Since the completion of the Illuminating and East Ohio Gas Company buildings, the pervading stone, brick and terra cotta quality of the skyline has been interestingly punctuated by glass walls reflecting the sky or revealing an every-changing pattern of sun-screening devices.

Streets and pedestrian ways, and the vistas they create, must also be recognized. At the center, the merging of grid-iron and radial avenues provides a pleasant change of direction and a few surprises. There are some empty views, however, especially outward from Euclid Avenue south on East 14th, from Prospect south on East 9th, and the inadequate terminal view of Euclid Avenue. On the credit side are the northward vistas of Ontario and East 6th Streets, and the interesting change of pace of the latter from confined and crooked to open and straight.

#### AIR POLLUTION.

The principal generators of smoke are the mills in the Industrial Valley south of Downtown. Prevailing southwest winds, except in Winter, carry smoke concentrations across the east-central area of the city generally outside Downtown. Land uses in the southeast corner of Downtown are most subject to air pollution.



## IV. Downtown Cleveland 1975

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#### IV. DOWNTOWN CLEVELAND 1975.

##### A. PHYSICAL DIMENSIONS.

###### BOUNDARIES.

Because the Plan aims at the highest possible concentration and inter-relationship of logical Downtown activities for 1975, it is recommended that the original geographical concept of "Downtown" as used for stocktaking purposes be retained. The area is 1,375 gross acres and is bounded by Lake Erie on the north, the Inner Belt Freeway on the east and south, and the bluffs of the Cuyahoga River valley on the west.

##### B. REQUIREMENTS FOR 1975.

Any Plan for Downtown revitalization can be a sensible framework for governmental and business cooperation only if:

- (a) The quantities of new space shown in the Plan are judiciously related to the amounts which the market can absorb.
- (b) The locations shown for the private developments are sound, and are provided with the public services and environmental attributes requisite to economic soundness.
- (c) The Plan provides a total concept for development of the area.

With such an overall Plan, the private developer obtains the greatest assurance of stability for his investment -- and so, in turn, does the community.



1. Offices.

The projection of demand for office space in Downtown Cleveland for 1975 must be based upon assumptions as to the size and character of Cleveland's economy. Historically, the demand for Downtown office space in American cities has been higher in those cities which are important centers of administration with a national or regional character, especially in finance and insurance, than in those cities where employment is concentrated in manufacturing. Also, centers of metropolitan areas of over 2,500,000 population tend to have more office activity if the Downtown area is well served by fixed rail transportation.

By 1975, it is estimated that the population of the Cleveland Metropolitan Area will reach 2,295,000. This population growth will occur only if employment opportunities expand proportionately; and whereas no detailed economic base study has been prepared forecasting employment expansion on an industry-by-industry basis, this degree of expansion of job opportunities is adjudged to be consistent with qualified studies of national economic growth and with Cleveland's position in the national economy.

Market Estimate: Given this total growth, the Real Estate Research Corporation has estimated the 1975 office space demand for Downtown Cleveland to be a total of 9.5 million square feet of net rentable space. Interpreted in terms of new construction, this amounts to approximately 2.4 million net square feet above the present inventory, and is equivalent



to six structures the size of the new Illuminating Company building, or eight of the size of the new East Ohio Gas Company building.

The amount of new construction required to meet this demand, of course, would be less if there were conversion of existing retail or manufacturing space to office uses; it would be greater if space now used for offices were withdrawn from the general market by governmental occupancy, by demolition, or by conversion to non-office uses.

The above office market estimate for 1975 is based on the following general assumptions of primary importance to this market:

- (a) That Cleveland's importance as a national and regional center will expand proportionately to its anticipated population growth.
- (b) That improvements will be made in rapid transit facilities, especially the provision of at least three station stops in the core area.
- (c) That manufacturing employment in 1975, although quantitatively above current levels, will represent a slightly smaller percentage of total employment than in recent years.

This demand for new Downtown office space can be realized if greater effort is made to actually expand Cleveland's importance as a national and regional center of administrative activities. This is one aspect of the office space market which is within human power to change in a city with so many natural advantages as Cleveland.



## 2. Retail.

It must be recognized that the increasing population of the Cleveland Metropolitan Area will not automatically increase retail sales Downtown. Most of the population increase will be in outlying areas and will concentrate its retail purchases in convenient outlying centers which now offer a range of merchandise somewhat comparable to that currently obtainable Downtown.

However, decline in the function of Downtown as the central shopping district for the Metropolitan Area can be offset by the following positive factors:

- (a) The retail market represented by Downtown employees will continue to grow in accordance with the expansion of Downtown functions and the consequent increase in the numbers of such employees.
- (b) To the extent that Downtown rental housing is provided in accordance with market estimates, the Downtown retail area as a shopping center for local residents will increase in importance and sales volume.
- (c) To the extent that Downtown financial and administrative functions continue to expand, there will be more business visitors drawn from outside the Metropolitan Area. Conventions and meetings will draw more persons in the future, and the "regional business" function of Downtown retailing will increase in sales volume.



(d) The extent to which Downtown stores offer a variety of goods not to be found in any regional shopping center.

Estimated Future Downtown Sales Potential: Through the economic analysis of Downtown Cleveland's retail facilities conducted by the Consultants, it is estimated that by 1970 the annual sales in primary shoppers goods will amount to \$257,260,000, an increase of 7.1 per cent over present sales.

Market Estimate for Future Retail Space: The floor area requirements for retail space to be devoted to primary shoppers goods are not only governed by the anticipated volume of sales, but also by the type of store (department, apparel, variety, etc.) and its particular space requirements for display, offices and storage, and accommodation of shoppers and sales personnel.

Through the application of "space need factors", as outlined above, to estimates of current and future sales for each type of primary retail facility, the consultants estimate that there is currently an excess of 1.5 million square feet of Downtown retail space devoted to most primary shoppers goods categories. Of this total, department stores account for about 80 per cent, or over 1.2 million square feet of the excess.

The total 1970 requirements for primary retail space are estimated to be approximately 290,000 square feet greater than the current requirements. This total is still less than that currently occupied, however, principally as a result of the continuing excess of department store space.



DOWNTOWN CLEVELAND RETAIL AREA SPACE REQUIREMENTS FOR  
PRIMARY SHOPPERS GOODS STORES, CURRENT and FUTURE  
(In thousands of square feet of floor space)

<u>Type of Store</u>	<u>Currently Occupied</u>	<u>Current Requirements</u>	<u>1970 Requirements</u>
Department Stores	4, 135	2, 925	3, 066
Men's Clothing & Furnishings	187	151	189
Family & Other Apparel	231	149	159
Women's Apparel	349	255	301
Shoes	122	121	120
Jewelry	113	115	129
Variety	289	246	264
Other Primary Shoppers Goods*	<u>135</u>	<u>112</u>	<u>136</u>
Totals	5, 661	4, 074	4, 364

\*Includes custom apparel, furriers, linen and fabric stores.

Source: Surveys undertaken by Real Estate Research Corporation.

The estimated increase in Downtown Cleveland retail sales potential can be realized only if action is taken to improve the physical attractiveness and convenience of Downtown for shoppers, in accordance with the basic recommendations of the Plan. If, on the other hand, no such action is taken, the effective interception of additional Downtown retail business by new major metropolitan shopping centers can be expected.



### 3. Hotels and Motels.

(a) Hotel Rooms: As against the shrinkage in Downtown hotel room markets owing to recent shifts in the habits and preferences of the travelling public, there is one expanding use: i. e., meetings and conventions.

Average occupancy rates in major Cleveland hotels have been, in recent years, slightly below national averages, and substantially below the comparable figures for such favorite convention cities as Chicago and New York. Part of this lag appears attributable to Cleveland's inability to attract a steady volume of convention business - a business of considerable importance to the economic base of both the Downtown and Metropolitan areas, and one which is highly competitive.

#### AVERAGE RATE OF TRANSIENT HOTEL OCCUPANCY IN SELECTED CITIES, 1951 - 1957

<u>Year</u>	<u>U. S. Total</u>	<u>Cleveland</u>	<u>Chicago</u>	<u>Detroit</u>	<u>Pittsburgh</u>	<u>New York</u>
1951	77%	74%	82%	76%	81%	84%
1952	76%	74%	80%	73%	74%	84%
1953	74%	75%	80%	76%	71%	83%
1954	72%	68%	78%	70%	65%	81%
1955	72%	69%	78%	72%	65%	82%
1956	72%	69%	77%	71%	69%	83%
1957	70%	64%	75%	68%	70%	82%

Occupancy rate represents percentage of total available rooms actually sold  
Data from Horwath and Horwath.



The provision of additional, modern Downtown hotel facilities would materially improve Cleveland's ability to compete for convention business, particularly with respect to large regional or national (as opposed to state-wide) conventions. It is believed that provision of new hotel facilities would stimulate the attraction of additional convention business to such an extent that existing Downtown hotels would benefit rather than suffer from the additional supply of guest rooms.

New hotel facilities are therefore needed because: some regional and national groups demand a truly modern hotel for "prestige" reasons; a modern hotel can be specifically designed to accommodate commercial exhibits which produce revenue for some convention groups; and, a new convention-type hotel would be an additional sales argument for Clevelanders in attracting convention groups.

Market Estimate: The consultants have consequently recommended construction of one modern 600 to 1,000-room transient hotel in the Downtown area, with location recommended south and east of the new Illuminating Company building and north and west of the Pick-Carter Hotel.

It is believed, however, that if indeed Cleveland seriously desires to become a tourist, business and convention attraction for the rest of the country more than one new Downtown hotel facility is ultimately required.

As a consequence, the Plan suggests that the following sites be considered for new Downtown hotel facilities:



- (i) The block now occupied by the Hollenden Hotel, on the south side of Superior Avenue between East 6th and East 9th Streets.
- (ii) The area just west of the present Pick-Carter Hotel.
- (iii) At the northeast corner of Public Square on property lying immediately east of the Society for Savings building, as an alternate to the Federal office facility proposed in following Section IV D "(PROJECTS)".
- (iv) On Prospect Avenue, at the rear of the Union Terminal, where it is understood foundations now exist which would permit construction of a 16-story building.

In order to improve the competitive position of existing hotel establishments relative to that of the growing number of motels, the Plan recommends that consideration be given to the feasibility of installing parking facilities with direct, covered pedestrian entrances to the Auditorium, Manger, Pick-Carter and Sheraton-Cleveland hotels. Such facilities would also be an additional stimulus to the attraction of convention business.

(b) Motel Rooms.

Whereas no new hotels have been built in Downtown Cleveland for almost 30 years, the number of transient rooms in motels in the Cleveland area has more than doubled from 724 to 1,797 in the past five years.

The larger motels built in recent years are not equipped to serve as convention headquarters, and they are not conveniently located for the



guest lacking an automobile while in the Cleveland area. However, they do compete directly with Downtown hotels for a share of the market represented by commercial travelers and travelers on vacation or other personal trips. Consequently, the recent and prospective future growth of the motel has been recognized in planning for the total supply of transient guest facilities.

Market Estimate: The consultants estimate the addition of over 1,000 guest rooms to the existing supply in the Cleveland Metropolitan Area by new motel construction in the next five years. The Downtown area is judged to be a logical location for up to 400 rooms of this total, provided that desirable, reasonably-priced sites are available on major arteries leading to the core, and provided that building code requirements do not make construction unduly expensive.

The Plan recommends the establishment of a Downtown "motel strip", together with other "auto-oriented" business establishments, on the north side of Chester Avenue in the area between East 14th and East 24th Streets.

#### 4. Housing.

At present there is little housing in Downtown Cleveland other than - in most instances - units of an obsolete and uneconomic nature. Yet studies of Downtown housing markets in general have revealed that, granted a renewed and attractive physical environment and adequate public services, there is an affinity for Downtown living by several groups of persons.



Prominent among these groups are those whose occupations have a functional affinity to Downtown (eg., newspaper and TV personnel), temporary residents, single persons, young married couples and older couples whose children have left home, and active or retired executives.

Market Estimate-Long Range: Upon the basis of extensive surveys, the consultants consider it reasonable to plan for Downtown Cleveland residential areas up to a total of 6,500 dwelling units by 1970. Of these, substantially all would be rental types, although after construction and occupancy of the first 1,500 units (see "Market Estimate-Near Future", below) it is believed appropriate to specifically investigate the market for ownership types such as cooperative apartments, town-houses and single-family units. It is further believed that the ownership market can be more effectively attracted if preceded by the successful development of rental housing on adjoining sites.

Market Estimate-Near Future: Surveys indicate a current market for 1,500 Downtown rental apartments, 80 per cent of which should be efficiency or one-bedroom units.

Potential Supplemental Demand: The research techniques utilized by the Real Estate Research Corporation for the purposes of this study - long-range land planning - were essentially tailored for obtaining quantitative data on major components of Downtown housing demand. These techniques, therefore, are not essentially usable for making estimates of small components of total demand, such as the "retired persons"



component, the component representing demand for high-rise apartments at levels substantially above the mass market, and the quasi-transient component. There is, nevertheless, evidence from the surveys to indicate a substantial market for so-called "luxury apartments" in Downtown Cleveland.

5. Other Major Functions for Downtown 1975.

Surveys indicate the existence of substantial, long-term space requirements for Federal, State, County and City governmental functions in the Downtown area. The Plan recognizes the need for consolidation of Downtown governmental functions in an appropriate setting, and therefore suggests that the Mall area be utilized for this purpose.

The Plan also proposes the creation of a large-scale "Industrial Park" in the existing semi-industrial area east of East 18th Street and north of Chester Avenue to the Lakefront bluffs. Specifically, the Plan provides for the continuance and strengthening of present sound establishments, and for accommodation of new establishments on improved sites through long-term land and street reorganization. A particular asset of this area is its access to major rail and highway facilities as well as its proximity for service to business establishments in the core area. The type of industrial development contemplated for this area can be very beneficial to the Downtown economy through tax payments and the provision of employees as customers for Downtown services. Industry and its employees, in turn, would benefit through close proximity to the many particular functions and services which only Downtown can offer.











The Plan not only recognizes the requirements for water commerce, but also recognizes the need for greater public enjoyment of the central Lakefront. It therefore provides for expanded recreation and amusement facilities in the Lower Mall area between West 3rd and East 9th Streets.

### CIRCULATION AND PARKING.

Downtown is the hub of a regional transportation network which provides access to the Metropolitan center and interchange between the center's business and its clients. A balanced transportation system is essential to the revitalization of Downtown Cleveland. Concentration of business in Downtown can therefore only be maintained if accessibility is increased through improvement of both freeway and mass transit facilities, by reduction of vehicular and pedestrian conflict both inside and adjacent to the "core", and by arrangement of more convenient parking facilities.

#### 1. Access from the Metropolitan Area.

Today, some 285,000 people enter Downtown Cleveland during an average week-day for employment and shopping, and for other business and personal reasons. With the expansion of Cleveland's economy, even more persons will require safe and convenient access to the center in the future.

In metropolitan centers where adequate rail rapid transit facilities have been provided it has been established that there has been an increase in the use of these facilities - and in the use of Downtown. The "New York Times" on March 3, 1959 cited evidence to this effect. The convenience



of mass transit facilities serving Downtown Cleveland - rail and vehicular - must in fact be improved because it would be physically and financially impossible to build enough expressways and parking facilities to serve all who, without mass transit, would have to use private automobiles.

In the Cleveland Metropolitan Area, the major need for improvement of mass transit service and encouragement of more riders includes extension of presently-proposed rapid transit lines to outlying, densely populated areas, and provision of additional parking areas and bus connections to outermost stops, to render rapid transit facilities more convenient for suburban residents. The early fulfillment of such plans appears to depend principally upon the maintenance of transit revenues, and governmental policy in regard to financial assistance. The provision of additional Downtown rapid transit station stops is, of course, also required as discussed on a following page.

As to bus operations, further improvement of the regional freeway system will offer opportunity for faster, more direct service to the suburbs.

There is also an excellent railroad network serving Cleveland from outlying areas. However, passenger service has rapidly declined and future rail commuter access to Downtown will perhaps depend upon possibilities for rail/municipal financial agreements similar to current experiments in the Philadelphia area.

The Cuyahoga County Engineer has for some time been pursuing a program for construction and improvement of Metropolitan area freeways and other



major highway routes. Recent studies by the County Engineer's office have resulted in a comprehensive plan for improvement of the County freeway system to 1975. The carrying out of this plan will, in part, materially improve vehicular access to Downtown. Its fulfillment appears to depend largely upon agreements between governmental agencies as to precising of routes and financing.

## 2. Circulation Within Downtown.

The major internal circulation requirements for a revitalized Downtown Cleveland are:

- (a) Maximum pedestrian access to and within the "core" - the destination of most persons, and the area of highest property values.
- (b) Maximum integration of all forms of Downtown circulation in a system designed for most effective utilization of each, and for control of each so as to maintain continuity of movement.
- (c) Adequate automobile terminal space located not only for convenience to the central core, but also for interception of unnecessary travel between the freeways and the core.

Full application of these requirements to Downtown Cleveland would require almost complete separation of all forms of transport and extensive rebuilding of most blocks in the area. Such an undertaking would not only be financially prohibitive, but would also extend realization of the basic elements of the "Downtown Plan" far beyond 1975. Because of the necessity for early action toward Downtown revitalization, the proposals for internal circulation embodied in the "Downtown Plan" are



designed to provide an improved transportation system within the framework of limitations existing in Cleveland.

Pedestrians and Mass Transit: Pedestrian convenience, and access to core destinations, can be greatly increased through improvement of mass transit service in the area, and by a reduction of vehicular traffic on its principal streets.

Under the Plan, a high-level subway is proposed in Euclid Avenue to connect the East and West Side branches of the CTS Rapid Transit System in the area between East 14th Street and a point west of the present Union Terminal. Station stops would be provided at Playhouse Square, East 9th Street, and at the Public Square in conjunction with proposals for its rebuilding to serve, in part, as a central transportation interchange.

Pedestrians, and bus routes serving the core, would dominate circulation on Euclid Avenue between East 17th Street and the Public Square. Certain north/south major streets would still, of course, penetrate the core in this area. Present scattered curb terminals of suburban bus lines would be integrated into parking garages proposed for two locations directly related to the core - at East 14th and Chester Avenue, and at Ontario and Huron Streets. Interchange between CTS bus routes serving Downtown and connection with the Rapid Transit would be provided at Public Square. In addition to the foregoing, attractive "pedestrian ways" for pleasant and convenient linkage to adjacent streets and functional areas would be provided in conjunction with new Downtown developments such as housing, offices and hotels. New major pedestrian connections would be provided



to link the Mall and proposed Convention Center with Lakefront recreation facilities, and to link proposed housing developments with the core area.

Automobiles: Recent traffic surveys conducted by the City Planning Commission staff in conjunction with other agencies confirm the fact that 40 per cent of the automobiles currently entering Downtown are merely passing through the district. This substantial volume obviously interferes seriously with the movement of people and vehicles that must, or want to use Downtown facilities. Basically, then, traffic in Downtown Cleveland requires redistribution for reduction of unnecessary volume in the central area and corresponding reduction in conflicts, and for provision of more direct access to principal core area destinations.

Completion of the Inner Belt Freeway loop around Downtown will relieve congestion by carrying main traffic streams around the district, and by allowing vehicles to enter the area at more efficiently distributed points of access. Similarly, the planned extension of the Willow Freeway from Broadway Avenue to the Inner Belt will relieve surface streets of suburban traffic to the core from the south and southeast.

Under the Plan, major vehicular circulation within and to all parts of the Downtown area - after leaving the expressway system - would be achieved through movement over:

(i) improved primary, two-way "radials" connecting with the expressway system and leading directly to the "core", eg.

Superior, Chester, Prospect, E. 14th, E. 9th and Ontario.



(ii) a system of high-volume, one-way paired routes encircling the core and providing connection between the major two-way "radials", eg. E. 21st/E. 18th; St. Clair/Lakeside; W. 3rd extended to Huron/W. 9th; and Huron (two-way).

Although maximum use is made of existing facilities, effectuation of this central vehicular system will require some widening of certain streets. In areas where extensive replanning and rebuilding is proposed, selected street vacations and dedications will be required for effective land assembly and to route major traffic around the developments rather than through them.

It is also contemplated that there should be a general improvement of the Lakefront roadway system to better serve existing and future port and recreation developments in this area. Specifically, the Plan proposes improved linkage of Lakefront functions with Downtown and with the Industrial Valley. The Plan also proposes a Lakefront truck roadway system to serve the Port by extension of the present South Marginal roadway west from East 9th Street to the Shoreway at Edgewater Park. Also, it is thought that improvement of the North Marginal roadway from East 9th Street to Liberty Boulevard would provide a suitable auto parkway for slower moving traffic.

The detailed problem of future trucking and delivery services to Downtown functions has not been given detailed study in this program. In general, it can be foreseen that access streets and alleys now used for



truck deliveries would continue to serve this purpose without major conflict with the future circulation system as a whole. Finally, continued strict enforcement of existing vehicular and parking regulations can go a long way toward expediting future Downtown traffic in all forms.

#### Parking.

Downtown Cleveland now contains off-street parking facilities available, on a fee basis, for approximately 24,000 cars. Of this capacity, slightly more than one-third is located in the outer fringe of Downtown and another one-third is available at higher-rates adjacent to the core. Additional Downtown parking will be required in the future because:

- (a) Improvements in the freeway system will encourage additional automobile usage by some persons.
- (b) New residential construction will occur in areas further removed from superior commuter transport facilities. These more distant residents will tend to drive Downtown to a greater degree than residents of closer-in areas.
- (c) There will be some reduction of existing Downtown parking capacity resulting from construction of new structures on existing parking lots.

In the light of anticipated Downtown developments, together with corresponding increases in employment and auto usage, the Plan provides for an estimated 8,810 new off-street parking spaces. For the Plan, the objective has been to minimize vehicular travel in the area by locating



additional low-rate, long-term fringe parking facilities in close proximity to freeway access points, but served by shuttle bus to the core. A second objective has been to maximize pedestrian convenience by locating additional higher-rate, short-term parking facilities immediately adjacent to the core.

More specifically, the Plan provides for an estimated 3,310 new spaces in four surface lots adjacent to Inner Belt interchanges with Superior Avenue, and adjacent to the Willow Freeway extension on the western fringe of the St. Vincent-Charity Urban Renewal Project. It is contemplated that all of these lots would be provided with shuttle bus service to the core, and that they would be developed as an expansion of the municipal parking program.

The present system of close-in, higher-rate, short-term parking facilities has been augmented by strategically spotting ramp garages of varying capacities in eight locations adjacent to major retail, office, hotel, government and recreation facilities at the center. Thus, 5,500 additional autos can be parked within convenient walking distance of all major Downtown functions, and with direct access to principal portals to the core from the freeway system.

In the light of the existing parking situation in Downtown Cleveland and the planned completion of the Inner Belt Freeway, it is believed that Downtown parking needs can best be met if there is a clear policy to encourage the provision of parking facilities by private capital in and near the core area, with public ownership principally confined to large,









CLEVELAND CITY PLANNING COMMISSION  
MAY 21, 1959  
SCALE: 1" = 1000'



- COMMERCIAL
- RESIDENTIAL
- INSTITUTIONAL
- SEMI-INDUSTRIAL
- GENERAL INDUSTRIAL

DOWNTOWN CLEVELAND  
EXISTING LAND USE - 1959



low-rate parking lots primarily serving all-day parkers, located adjacent to the Freeway. Where the demand cannot be met by private enterprise, then public powers and money must be used for this community need.

### C. FUTURE LAND USE.

The Plan proposes some general reorganization of current major land uses to fit future Downtown requirements as indicated by market estimates and related needs for public services. Its essential goals are the separation or removal of conflicting land uses, the strengthening of sound use areas, and the provision of space for new major uses needed for full development of Downtown. In essence, the Plan provides for the further development of a highly-concentrated office-retail core surrounded by related and supporting functions such as housing, semi-industry, government and recreation.

Fundamental to the validity of the Plan, too, is the degree to which all of its major components fit together in quantitative balance, ie., Downtown parking in relation to the capacity of Freeway access; Downtown employees in relation to the total anticipated enclosed space. "Balance" is especially important to a small and intensely developed area such as Downtown. The relationship of one land use to another, and the integration of these uses with essential public services, therefore, has been carefully considered in the formulation of the Plan.



For 1975 the Plan proposes the following changes in major Downtown land allocations as compared with the present:

	- 35%*
Commercial	↓ 39%**
Institutional and Government	↓ 8%
Industry	↓ 200%
Residence	

\*Reduction due the consolidation of business land use in and adjacent to the core, and replacement of some outlying business use by proposed residential and other developments.

\*\* Increase due to expansion of governmental functions in the Mall area, and proposed expansion of the Fenn College campus

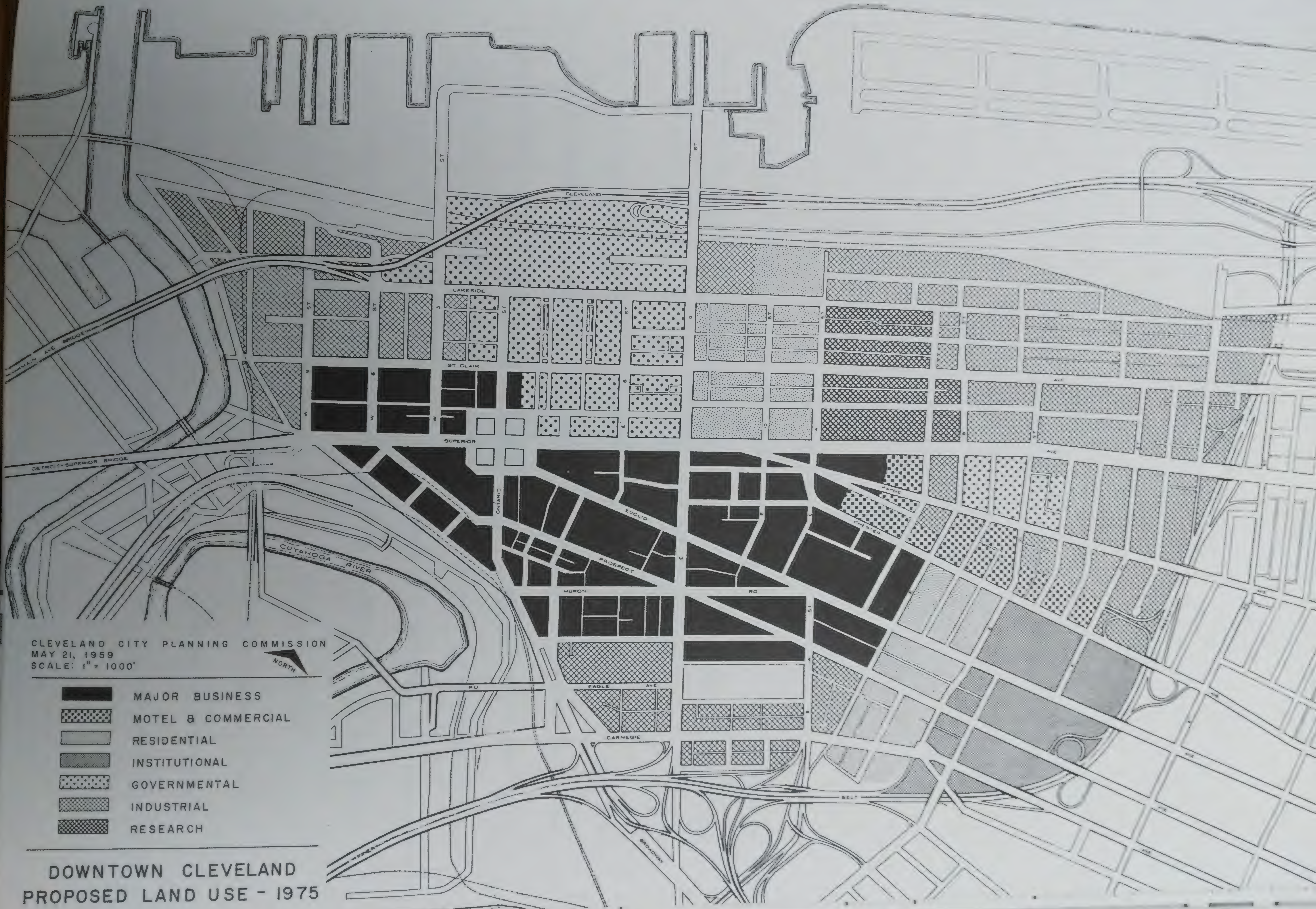
#### D. PROJECTS.

The reorganization of major land uses and the system of access provided to them is a frame of reference for further specific development of Downtown. Because the purpose of the Plan is, in fact, Downtown "revitalization", it therefore culminates in a series of carefully-selected and inter-related projects to indicate the possibilities for rebuilding.

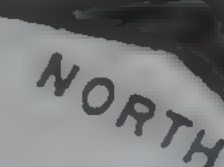
All of the projects are described in more detail on following pages. The following projects would be financed with public funds and are not only necessary to improve the functional efficiency of Downtown, but also to encourage related private development:

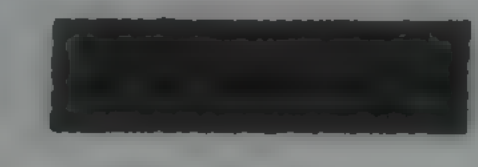
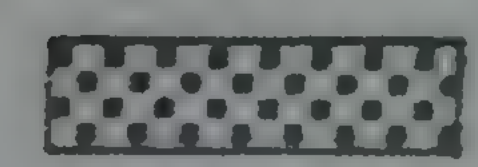

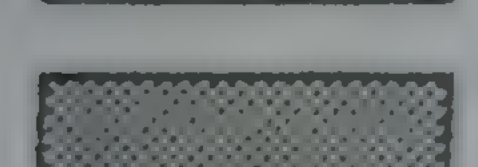


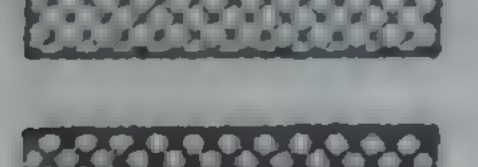
1. Completion of the Mall.
2. Expansion of the Convention Center.
3. Installation of Euclid Avenue Subway.





CLEVELAND CITY PLANNING COMMISSION  
MAY 21, 1959  
SCALE: 1" = 1000'



-  MAJOR BUSINESS
-  MOTEL & COMMERCIAL
-  RESIDENTIAL
-  INSTITUTIONAL
-  GOVERNMENTAL
-  INDUSTRIAL
-  RESEARCH

# DOWNTOWN CLEVELAND PROPOSED LAND USE - 1975



4. Reorganization of Public Square,
5. Reorganization of Playhouse Square.
6. Lakefront Development.

The following projects are essentially dependent upon private initiative, although certain Downtown housing might be provided through Federal assistance under the "Urban Renewal" program:

1. Housing Developments.
2. Commercial Office Buildings.
3. Convention Hotel Facilities.

In addition to these major projects, the Plan includes a number of previously-described recommendations of equal importance to Downtown revitalization and relating particularly to off-street parking, and to supporting functions such as semi-industrial and industrial research activity.

The urgency of this Downtown planning program has not permitted full and final analysis of all aspects of the "Public Projects". Nevertheless, they are believed to be feasible and desirable "stimulants" to needed private development, as well as contributors to the functional efficiency of Downtown. Further studies would clarify the relationship between the required amount of public investment and the tax returns which could be realized through induced private investment.

In order to accomplish the Plan, substantial sums of both public and private money will have to be spent. From the public standpoint it must be remembered that some of these expenditures would be of a self-liquidating



nature and some, in turn, would come from other agencies of government such as State, County, and Federal agencies, as in the case of highway projects. Such expenditures would render the actual cost to the individual taxpayer small in amount when compared with the "return" which would be realized from the private projects induced and constructed as a result of carrying out the Plan.

## PUBLIC PROJECTS.

### 1. The Mall.

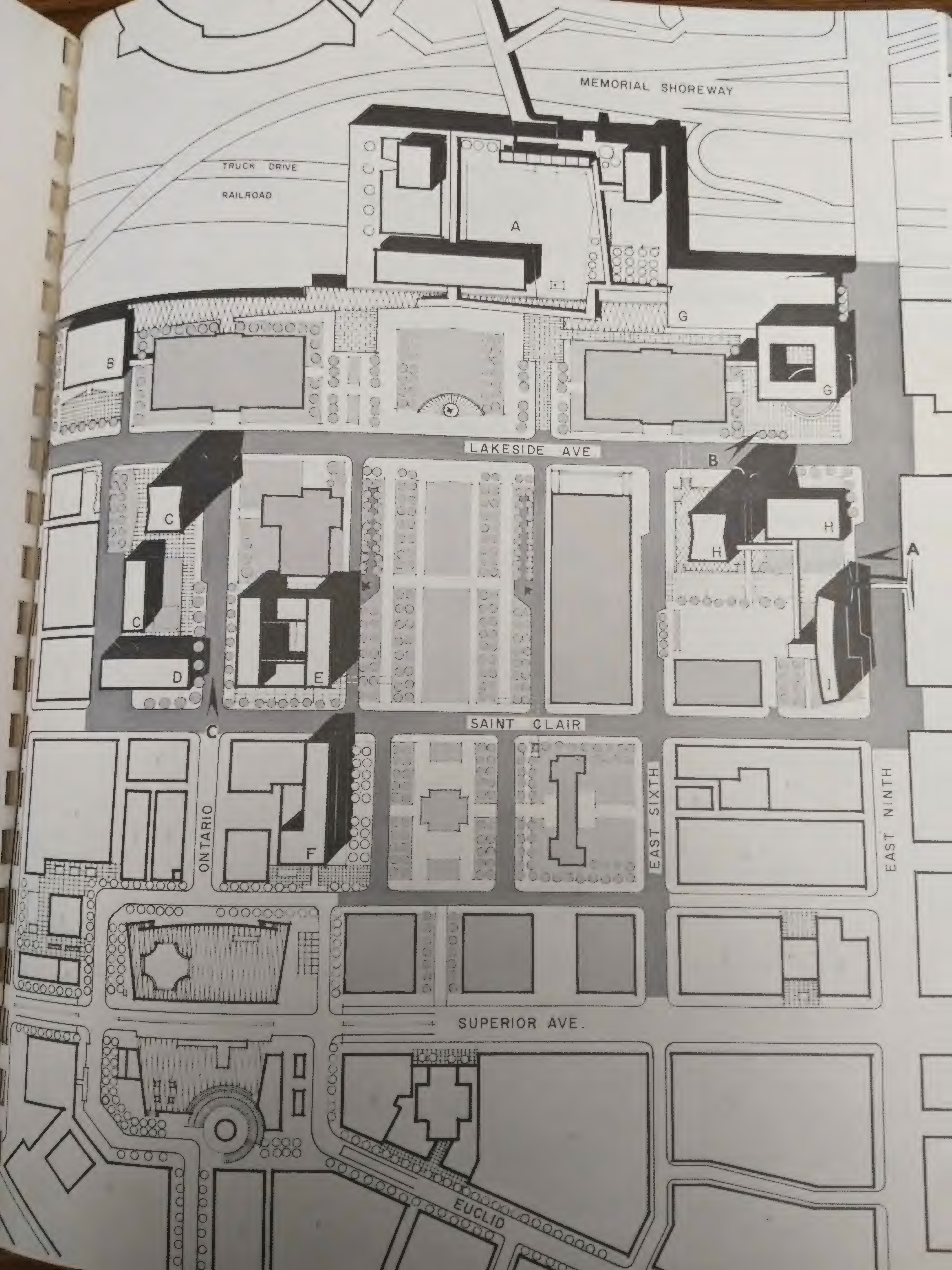
Program: Completion of the Mall in accordance with present needs and future requirements.

Elements: Surveys indicate a substantial requirement for governmental office space in Downtown Cleveland. The Plan proposes that Downtown public office space be consolidated in the Mall area in accordance with long-standing concepts for its total development essentially for the following reasons:

- (a) To magnify the present identification of the Mall as the "government area" of Downtown.
- (b) To add much-needed "life" to the Mall area by an increase in daytime population of office workers.

Specifically, the Plan contemplates improvement of the Mall area by the addition of two governmental building groups providing for: (a) consolidation of present, and space for future County functions in a plaza development centering on Ontario and Lakeside; and by (b) expansion of City Hall offices and space for State and other governmental office





MEMORIAL SHOREWAY

TRUCK DRIVE

RAILROAD

A

G

G

B

LAKE SIDE AVE.

B

H

A

D

E

I

SAINT CLAIR

C

F

ONTARIO

EAST SIXTH

EAST NINTH

SUPERIOR AVE.

EUCLID



facilities in a plaza development west of East 9th Street and centered on Lakeside Avenue.

Additionally, the governmental aspect of the west side of the Mall would be completed by the addition of Federal office buildings. The provision of expanded convention facilities to the north would not only add area to the Mall's surface but also would provide some "closure" to the north end, in balance with its general symmetry.

The surface of the Mall is altered by the retirement of three roadways from vehicular use and by substantial development of improved pedestrian areas, including locations for rest and relaxation. A significant new sculptural element is proposed north of Lakeside Avenue to symbolize the spirit of civic progress in Cleveland.

Additional parking is proposed in the Mall area, particularly underneath the central portion of the Mall itself where space for 700 cars would be provided as an aid to accommodation of convention and other visitors.

Justification: Cleveland has a Downtown Mall which is the envy of many American cities. Under the original Burnham Plan, a Union Railroad Station was proposed at the Mall's north end as the principal center of interest. If it had been built, it would have provided the impetus for pedestrian and vehicular movement through the Mall to the City center. The complete Plan never came into being and today the completion of the Mall should be reconsidered in the light of present needs and future requirements as a vital part of the central area townscape.



2. Convention Center.

Program: To provide Cleveland with a modern Convention Center competitive with similar new facilities in other cities.

Elements: With the present Public Hall, Cleveland is in the enviable position of having an exhibition facility which, while no longer completely comparable to new facilities and therefore not fully competitive, could be made competitive - and the leading national facility - without the construction of entirely new facilities. It is proposed, therefore, that approximately 330,000 square feet of new and flexible exhibition space be added to the present 110,000 square feet of usable space represented by the Public Hall, by an underground extension to the north at the level of the present facilities.

Above this large hall, the roof would become an extension of the Mall surface. By being partially separated from the Mall by a new reception and meeting-room building, the extended Mall surface would become a large "plaza" for public use and enjoyment. An Assembly Hall and Veteran's Building are indicated rising from the plaza and enlivening its form by providing some sense of enclosure. Over this plaza and down onto a new pedestrian ramp would move thousands of users of the enlarged Lakefront recreation facilities.

From the surface reception building, visitors would use escalators to the main exhibition area below. In addition, two floors of the three-story reception building would accommodate multi-purpose and meeting rooms to serve supplementary convention needs. The Assembly Hall would seat



1,500 and be placed over a shallow reflecting pool. Interestingly shaped canopies would interconnect all of the plaza areas and related buildings.

It should also be noted that space for a railroad station stop is incorporated into the new convention structure. Trains would pass below the main building, escalators would be provided to the upper floors, and taxi and auto service would connect to West 3rd Street.

Justification: Because of the existence of the Public Hall, Cleveland's convention facilities can today be relatively easily and economically expanded to a size that is competitive with the best in the United States. Additional conventions and exhibits will be economically beneficial to Downtown and to the City of Cleveland.

Also, provision of public funds for a greater Convention Center will give Cleveland the opportunity to create not only a dramatic, significant and economically sound expansion of the Mall, but also to create a new symbol of Downtown Cleveland - a symbol linking the City to the Lakefront with its Seaway and Airport.

### 3. Euclid Avenue Subway.

Program: Construction of a high-level subway in Euclid Avenue to connect the East and West side branches of the Cleveland Rapid Transit, and to serve the Downtown business core with a total of three station stops.



Elements: From its connection with the Cleveland Rapid Transit on the East Side, the double-track line would be located in the right-of-way of the Inner Belt Freeway for several hundred feet, and thence in subway in East 14th Street from Carnegie to Euclid Avenue. The subway would then follow Euclid Avenue to Public Square. From the Public Square, the subway would connect with the existing West Side Rapid via Superior Avenue at a point west of the Union Terminal.

Station stops would be provided at Playhouse Square, Euclid-East 9th, and at Public Square. The latter station would be provided as a part of the large-scale reconstruction of Public Square to serve, in part, as a central transportation interchange.

Justification: In the decades ahead, central business districts are not expected to keep their vitality unless certain improvements are made. Downtown Cleveland will not attract the capital for needed new investments unless the area is kept functionally efficient. As one example, market surveys anticipate the construction of an additional 2.4 million square feet of office space in Downtown Cleveland by 1975, based upon the assumption that present rapid transit facilities will be improved, including the provision of at least three station stops in the Central Business core. Additional offices would secure additional employment for Downtown, hence additional business activity of many kinds.

The proposed Euclid Avenue subway would be almost perfectly centered for service to the core area. Furthermore, the great numbers of



people with destinations in close proximity to Euclid Avenue could best be served by a subway which has its destinations on that important thoroughfare.

Consideration should be given to the installation of a covered passageway adjacent to the subway which would make it possible for pedestrians to travel undercover the length of the shopping district during inclement weather. There should be access to a number of the stores and it should be attractively designed, possibly with continuous show windows along its entire length.

#### 4. Public Square.

Program: Reconstruction of Public Square as a focal point of improved usefulness and esthetic character, and favoring pedestrian convenience.

Elements: In essence, the Plan proposes that greater utility and enjoyment of the Public Square be achieved through the removal of motor vehicles from its surface and by creation of separate and distinct floors to serve its transportation and outdoor recreation functions.

At the surface, motor vehicles would by-pass the Square on its western perimeter or cross the area by Superior Avenue on a shelf at the present grade. In the southern half of the Square, present bus movements would be ramped underground from Euclid and Superior Avenues to a concourse permitting full transportation interchange and pedestrian connection with adjacent shopping facilities. The northern half of the Square is lowered to this concourse level to create, in effect, a larger outdoor



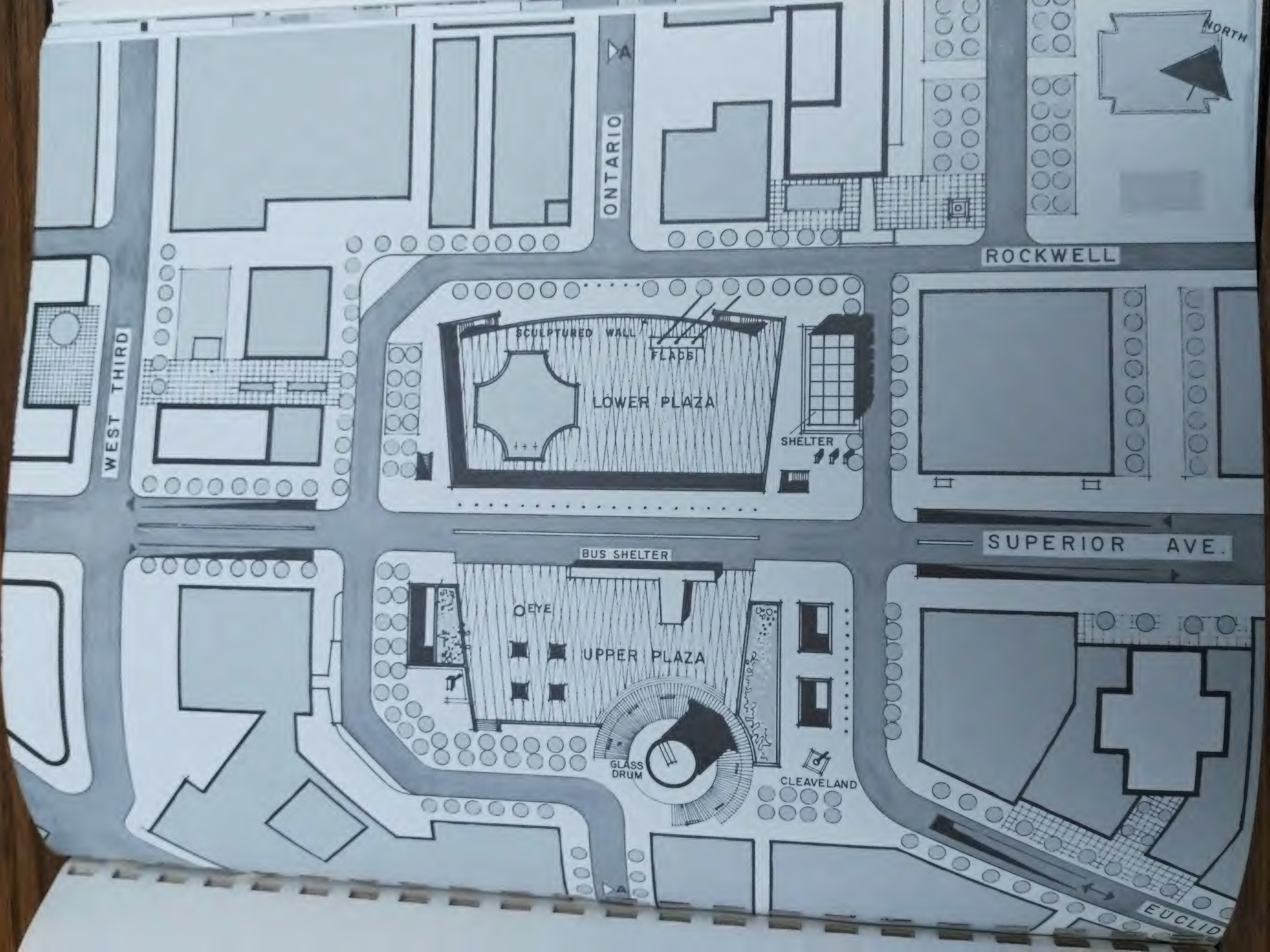
room which could serve as a dramatic locale for summer and winter recreational activities and for public events. A third level would exist only south of Superior to contain the new Euclid Avenue subway facilities.

The southern half of the Square would remain at its present grade. Its chief feature would be a colorful, glass structure to invite pedestrians to the escalators leading down to the lower bus concourse and rapid transit levels.

In addition to a variety of "sitting areas", tree and planting groups, the new Public Square would contain a "feature" celebrating the City's prominence in the field of artificial illumination, and a vaulted weather shelter for upper-level activities. While the traditional monuments of Moses Cleaveland and Tom L. Johnson are replaced in newly-designed spaces, it is proposed that the Soldiers and Sailors Monument be relocated.

Justification: Although the Public Square is unique in its location, its latent possibilities as a central focus for Downtown activity and enjoyment are far from realized. Reconstruction of the Public Square is justified therefore to make it, in fact, a smoothly - functioning transportation center and a pleasurable focus for Downtown "life" and relaxation.





NORTH

ONTARIO

ROCKWELL

SUPERIOR AVE.

EUCLID

WEST THIRD

SCULPTURED WALL

FLAG

LOWER PLAZA

SHELTER

BUS SHELTER

EYE

UPPER PLAZA

GLASS DRUM

CLEVELAND



5. Playhouse Square.

Program: Reorganization of the area of Playhouse Square in order to render it more significant and functional as the eastern "gateway" to the Downtown commercial core.

Elements: Improvement of vehicular circulation and pedestrian convenience by (a) reduction of private auto traffic in the area; (b) redesign of the intersection of Euclid-Huron-14th Street to create a pedestrian plaza on the Square's south side; and (c) widening of public walks south along East 14th Street to a proposed parking facility at Bolivar Avenue.

Establishment of a rapid transit station stop on the Euclid Avenue Subway.

Strengthening of present theatre, restaurant and shopping functions by encouragement of office and other appropriate private developments on vacant and under-used property in the immediate vicinity.

Justification: The establishment of a rapid transit station underground will increase the potential for development of private property at the Square. Such developments will, in turn, require a reorganization of its basic functions to ensure maximum usefulness and enjoyment of the area.

6. Lakefront Development.

Program: Balanced development of the central Lakefront to serve optimum needs of water and air commerce, and to maximize its potential for public recreation and enjoyment.



Elements: (a) Commerce: The Old Harbor area between West 3rd Street and the Cuyahoga River is considered "Stage One" location for reconstruction of cargo terminals. The Plan provides for a total of five general cargo berths - one berth for general cargo or passenger service, two berths for bulk cargo (ore and stone), and retention of the existing coal pier.

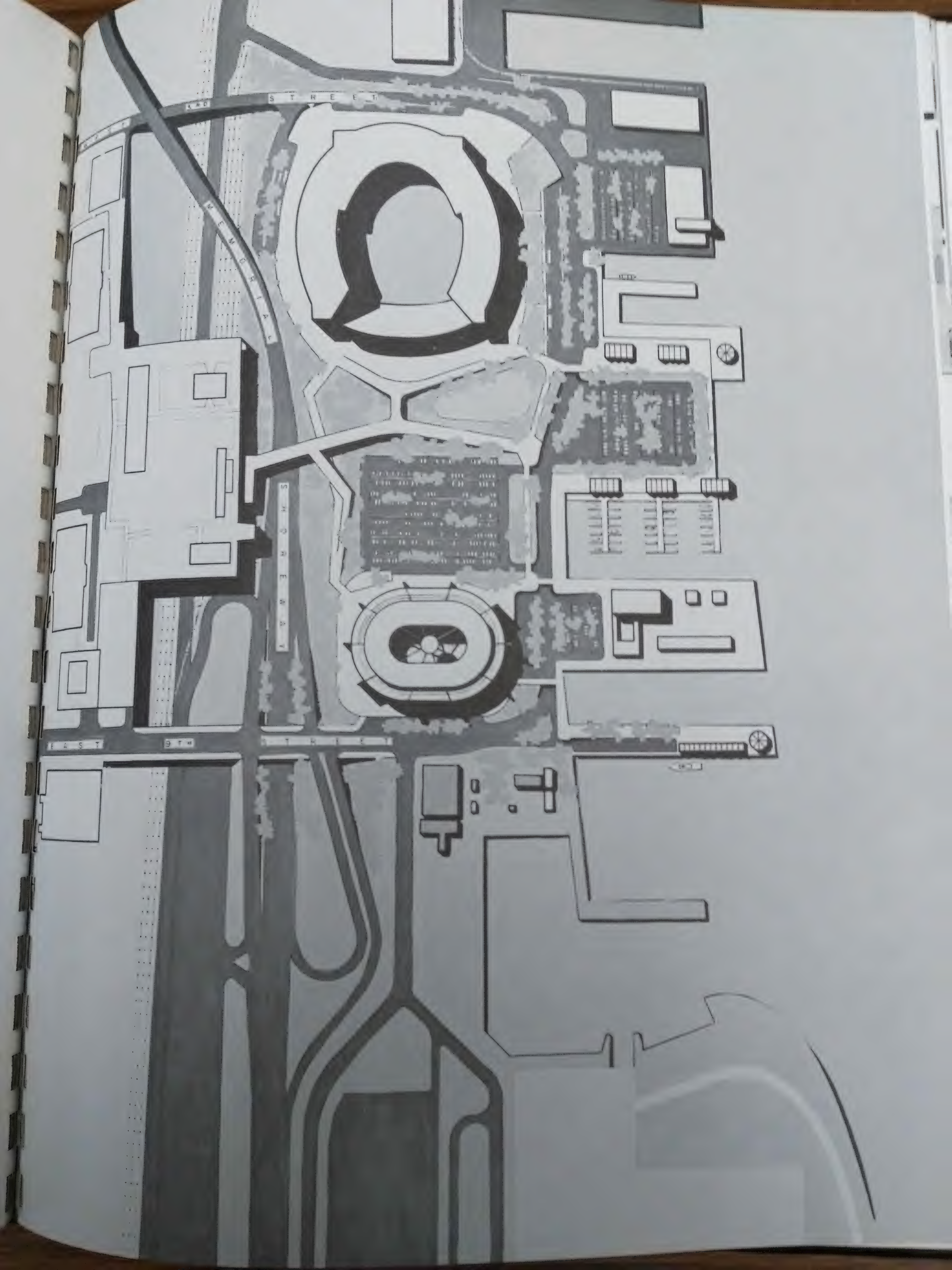
The West Basin, west of the Cuyahoga River, would be filled to the harbor line to provide a quay for one additional bulk cargo berth at the Pennsylvania Railroad ore terminal, plus three general cargo berths ("Stage Two" location for expansion of general cargo facilities).

"Stage Three" expansion of cargo terminals is contemplated in the area between the Municipal Light Plant and an expanded Nicholson Terminal. Rail access would be provided by a spur overpassing the East Shoreway near East 40th Street.

The Lakefront Airport would be completed in accordance with current long-range plans, with the exception of an eastward shift of the outer runway to provide legal clearance for the "approach zone" over the West 3rd Street pier.

(b) Recreation: The Mall would be extended to the water's edge and developed with a recreation center symbolizing "Cleveland-on-the-Lake". Recreation facilities would consist of piers for excursion boats and amusements, a small boat landing, an aquarium and sports arena - all connected by "pedestrian way" to the Upper Mall. Lederer Terminal







facilities would be relocated to the "Commerce area" because of the Airport "approach zone", and conflict with recreation activities in the area.

Small boat harbor facilities would be expanded at present Lakeside Yacht Club in an area where height limits are established by Airport "approach zone".

Small boat harbors and parks would occupy the remainder of the shoreline from the Nicholson Terminal eastward to Gordon Park.

(c) Circulation. A low-level truck road system - requiring some new construction - would provide access to commercial port facilities at the Lakefront, as well as connection to nearby industrial areas. Separate provision is also made for some additional pleasure-vehicle circulation.

Justification: The Lake Erie shore that is located just one-half mile north of Public Square offers Cleveland direct access to one of the world's great inland waterway systems. With the coming of the St. Lawrence Seaway this year, there is a need to anticipate the full potential of the Lakefront for water-commerce. Because of the close proximity of the Lakefront to the City Center, and its relationship to the Mall, Cleveland is fortunate, also, in the possibilities for further development of the area as a major Downtown tourist and recreation attraction.



## PRIVATE PROJECTS.

### 1. Housing.

Downtown Cleveland offers locational opportunities for the provision of substantial numbers of residential apartment units; of the new land uses suggested by the Plan "housing" is perhaps the most important. The total market estimate for 1975 is 6,500 units, about three-quarters of which should be efficiency or one-bedroom units.

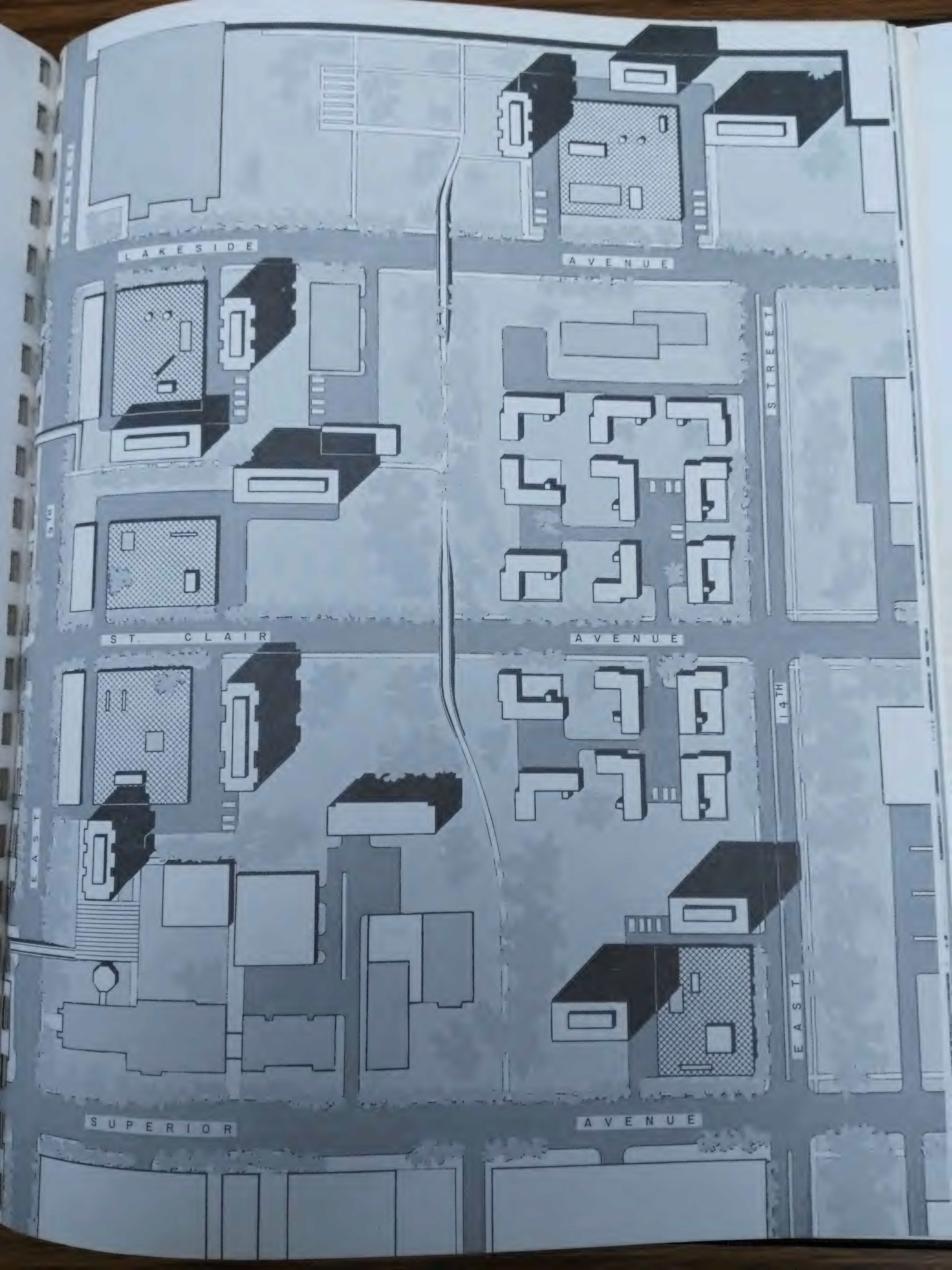
In particular, two general areas of almost equal size appear to offer the greatest promise for residential development. One, located in the northeast quadrant of Downtown east of East 9th Street and north of Superior, appears to represent an "urban renewal" project opportunity. The second area is that lying on both sides of Euclid Avenue, in the general vicinity of Fenn College.

(a) East 9th (Lakefront) Site: Approximately 34 gross acres bounded by East 9th, Lakeside, East 14th and Superior Avenue.

Program: Development of the area to provide the amenities and accommodations required for the successful attraction of middle-income families and individuals believed to constitute a substantial part of the Downtown housing market.

Elements: The Plan suggests development of the site for approximately 1,500 residential units in low-and high-rise buildings and about 100 town house units, all with related parking, open space, and service facilities.







The residential density under this proposal would be 47 dwelling units per net acre.

There are, of course, other possibilities for specific residential development of this area, many of which would depend upon further detailed studies as well as requirements determined by specific developers. The proposals in the Plan are put forward as an indication as to how the site could be developed, hence its potential.

The Plan also suggests further development of facilities in connection with St. John's Cathedral. These would include a Youth Center, outdoor chapel, and facilities adapted for use by older persons.

Justification: Granted the market potential for Downtown housing at this location, and granted its possibilities for revitalization of Downtown, the area currently is a mixture of non-residential land uses and does not possess the amenities for successful attraction of tenants, except perhaps in the immediate vicinity of the Cathedral.

Under a large-scale urban renewal program its character could be altered to provide the necessary assets for residential living.

(b) Euclid Avenue (Fenn College) Site: Approximately 46 gross acres generally bounded by East 18th, Chester Avenue and the Inner Belt Freeway.

Program: Further satisfaction of the potential Downtown housing market in conjunction with long-range, large-scale considerations



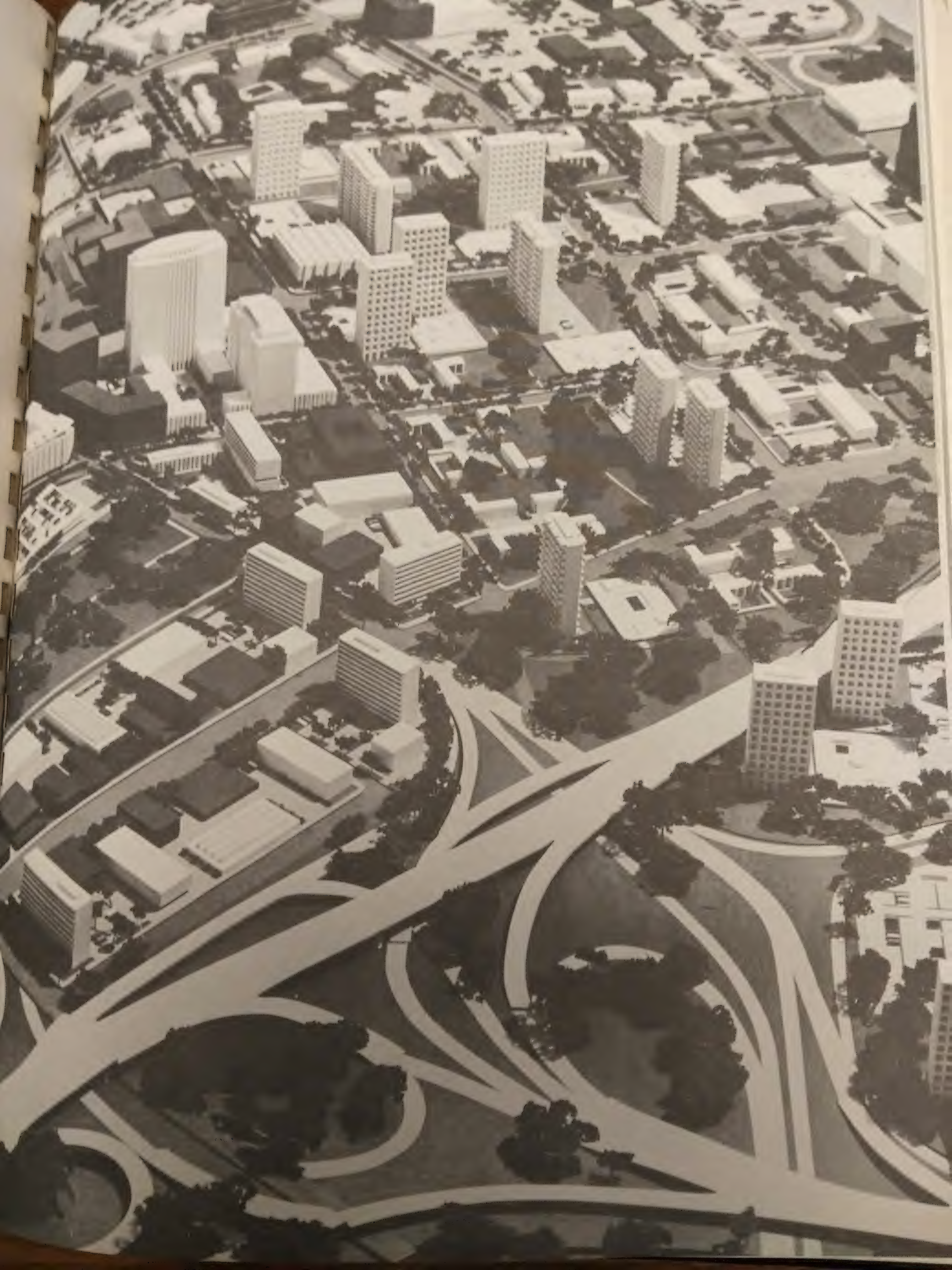
for strengthening and expansion of current institutional activities in the area.

Elements: The Plan suggests provision of approximately 1500 residential units in low- and high-rise buildings and about 150 town house units, all with related parking, open space, and service facilities. The average residential density would be 49.6 dwelling units per net acre, under this proposal.

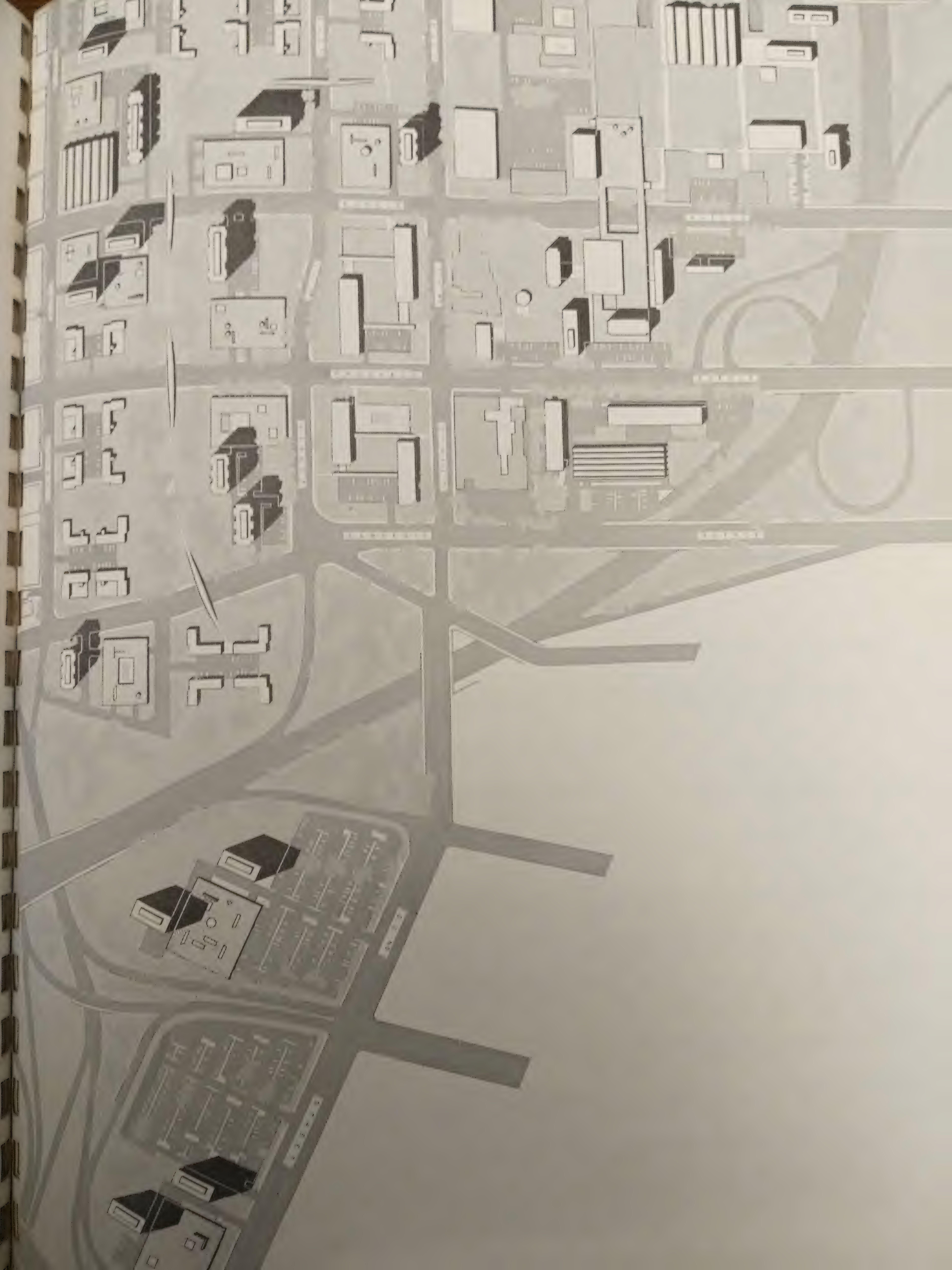
In addition, the Plan takes advantage of the possibilities for expansion of Fenn College as a regional institution, as well as indicated expansion plans for other institutions in the area, such as Trinity Cathedral, the YWCA and YMCA. The two latter institutions would occupy a single building at 18th and Euclid, with related athletic and meeting-room facilities.

Justification: The area currently possesses several individual opportunities for residential development. The best results, however, would be achieved through large-scale replanning and rebuilding in conjunction with institutional development. Under such a program, it is possible that a significant Downtown educational/cultural center could be induced at this location.











## 2. Commercial Office Buildings.

Program: Provision for an estimated market demand for 2,400,000 additional net square feet of Downtown commercial office space by 1975.

Elements: In an effort to maintain and enhance Downtown's essential virtue of economic concentration at the core, the Plan suggests that major new office buildings be located on present marginal and under-used property in close proximity to the main streams of public transportation and pedestrian travel. Consideration is also given to the relationship of buildings to streets, open space and existing structures.

In the Plan, the above space and design requirements are satisfied as follows:

- (a) Two new office towers - united by a promenade and connected to Public Square - occupying the present marginal area between the Rockefeller Building and West 3rd Street.
- (b) A tower structure on Superior Avenue - with an arcade to Euclid Avenue - on the axis of the Mall opposite East 2nd Street.

New buildings at the above two locations will contribute to the maintenance and revitalization of the Public Square as a major office zone.

- (c) The decayed edges of much of East 9th Street are suggested for dramatic rebuilding as evidenced by proposals for new office structures between the East Ohio Gas and Union Commerce Buildings,



and by several smaller units occupying sites around Prospect and Huron and south to Bolivar - one of Downtown's new "gateway" locations.

(d) Substantial revitalization of Playhouse Square is suggested by proposals for several new structures, notably a complex group occupying most of the block east of the Hanna Building. This group incorporates a tower structure which is designed to lend a strong sense of terminus to the eastern edge of the commercial core, even as the Terminal Tower anchors the west edge.

Justification: It is suggested that Downtown Cleveland's office function can and will continue to grow, as the market survey indicates. Concurrent with the expansion, some existing office buildings will become obsolete and others will fall subject to major downtown developments. It is important that new office buildings be located for maximum contribution to total Downtown revitalization.

### 3. Convention Hotel Facilities.

Program: Provision of sufficient new convention-type hotel facilities to materially improve Cleveland's competitive position in the market for national and regional conventions.

Elements: The Plan proposes that the bulk of currently-needed convention-type hotel facilities be provided in the Superior Avenue block now occupied by the Hollenden Hotel. The property in this block is in marginal condition and its rebuilding would be of benefit to adjacent property and therefore to the community.



EUCLID AVENUE

PROSPECT AVENUE

EAST 14th



Under the Plan, a tall hotel structure is envisioned in the center of the area - away from street noises - and surrounded by ample space for taxis, parking, promenades, greenery and new shops. "Short Vincent" Street, now somewhat shabby, would become an element in the spacious and stimulating grade-level development of the site for maximum pedestrian enjoyment. In this connection, an inner "pedestrian way" flanked by unusual shops and places of entertainment and linking Euclid and Superior Avenues is visualized as integral to the development.

Supplemental hotel expansion is envisioned for the area just west of the present Pick-Carter Hotel to complete the redevelopment of that area as a new southern "gateway" to the core area. Other possible hotel sites have been mentioned previously in Section IV B "(REQUIREMENTS)".

Expansion of motel facilities is indicated, too, on the north side of Chester Avenue east of East 18th Street, and at Prospect and East 14th Street. Both of these locations are easily accessible via major auto approaches to the Downtown district, and are relatively close to the core.

Justification: Some of Cleveland's present hotel space available to convention business does not meet modern standards and may even be retired from use in the decade ahead. Meanwhile, the desire of Cleveland to enhance its position as a national tourist, business and convention center demands the provision of additional modern hotel accommodations.

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#### E. DEVELOPMENT OF VISUAL QUALITIES.

An important aspect of the Plan is its recognition of the need to signalize Downtown Cleveland's unique situation - its position above the industrial valley and its northward, sweeping outlook on Lake Erie. A related aspect of the Plan is its recognition of factors for increasing public comfort and convenience in order that greater enjoyment and use of Downtown may be induced. To this end - although the Plan has, of necessity, stopped short of multifarious detail - attention has been paid to future vistas and skyline aspects, surface textures and changes in levels, and to relationships of new buildings to old.

#### VISUAL ATTRACTIVENESS.

A glance at the scale-model of the Downtown Plan will reveal the extent to which we believe the attractiveness of the Downtown area will contribute to its economic well-being. From a distance, the character of Downtown as the hub of the region is clearly revealed, as well as the separate character of each of its major components - commerce, government and residence. Appraisal of the future skyline reveals that although the present massive mound of the commercial district is retained, several new high-rise buildings punctuate areas of little current visual interest. In this connection, the double-hub concept of Public Square and Playhouse Square is strengthened by the addition of taller structures around the latter. The relative flatness of the present governmental area is pierced by the addition of two moderately high structures which counterbalance the bulky forms of public buildings already in place. In the areas of new housing, groups of high-rise buildings of obviously residential character prevail, with ample space between.



## V. *Program for Achievement*

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Downtown Cleveland is largely an area of private property and private endeavor. Its total revitalization is therefore signally dependent upon private initiative. The public actions are normally limited to supplying the services and environmental qualities necessary for economic soundness, including the investment of public funds to spur maximum private investment in related facilities.

A. BASIC PRINCIPLES.

Successful revitalization of Downtown Cleveland will require acceptance of and adherence to the following basic principles:

(a) Every action by any governmental agency and every private building activity must contribute to the rebuilding of Downtown in accordance with an underlying plan that both government and private property owners insist must be carried out.

In this connection, it should be pointed out that the Plan as herewith presented and as subsequently adopted by the City Planning Commission is not represented as a hard and fixed blueprint for rebuilding. In part, it is the nature of any long-range Plan that it must be general, almost diagrammatic in make-up, and thus it is not essential that every piece of land be considered for development exactly as suggested. Rather, it is the underlying concept of a plan that must be adhered to.

(b) Because of the magnitude of the task, the necessity for close public and private partnership has been previously stressed. It must be



noted that this requirement has been substantially met by Cleveland through creation of the Cleveland Development Foundation, and by the existence of other civic groups long concerned with the progress of the city.

(c) If the fruits of the Plan are to be actually realized, business and civic leadership must not only thoroughly understand the nature of the possibilities and opportunities posed by the Plan, but such leadership must also lend continuing support to the Plan and its objectives.

(d) Finally, because the Plan is a general but basic framework for future decisions, it must be reviewed from time to time to keep it in step with changed requirements brought about by elapsed time. In this process, the broad goals of the Plan will remain constant, but the recommendations for achievement of those goals will no doubt require modification by the City Planning Commission because of new factors and changed considerations.

This points up the fact that community planning is a continuous process and its greatest benefits are achieved if it is maintained as a consistent, day-by-day staff function of the city government.

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## B. GENERAL IDENTIFICATION OF PUBLIC AND PRIVATE MEASURES NECESSARY FOR REVITALIZATION.

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### PUBLIC MEASURES.

1. Construction: Improvement of access to Downtown through completion of the Freeway Program, construction of additional fringe



parking facilities, and by provision of additional rapid transit access, especially the Euclid Avenue Subway and related functional improvements to Public and Playhouse Squares. Improvement of access within Downtown through redistribution of vehicular traffic and by construction of pedestrian ways in conjunction with private building developments.

Construction of planned public buildings, especially the expanded Convention Center which could be a vital spark to Downtown resurgence.

2. Legislation: Adoption of zoning amendments, as necessary, to effectuate private developments envisioned by the Plan, to discourage incompatible land uses, and to improve concentration of business functions at the core.

Introduction of such legislation as may be necessary at the State and Municipal level, together with initiation of requests for Federal assistance where appropriate, to effectuate "urban renewal" aspects of the Plan.

The amount of air pollution affecting Downtown may be an important factor in establishing its competitive status as a center for administrative operations.

3. Programming and Planning: Preparation of the financial plan for public improvements, and coordination of expenditures with the year-by-year city-wide capital improvement program.



Continued long-range study by the City Planning Commission for further refinement of the Plan, and for maintenance of the Plan's objectives through its revision in accordance with changed times and requirements.

#### PRIVATE MEASURES.

1. Promotion: As one example, the 1975 market for new Downtown office space has been estimated as roughly equivalent to eight structures the size of the new East Ohio Gas Building. Whereas this projection is based upon an assumption that present rapid transit facilities will be improved, especially Downtown, the successful attraction of substantial amounts of office activity from other cities will require that the following conditions also be met:

(a) There must either be substantial quantities of existing space or "ready-to-build" sites available. Whereas a low vacancy rate is favorable to existing structures, it represents too tight a market for the attraction of out-of-town space users because of the severe limitation on choice of space, especially if such space is available largely in Class "C" and "D" buildings.

(b) A concerted effort should be made to attract and service inquiries from potential out-of-town space users. With the going rates for clerical help at about the same level in Cleveland, New York and Chicago, factual data on the compensating advantages possible in a Downtown Cleveland location will be required by organizations who are searching for headquarters or major branch office locations.



In short, the estimated market demand for new Downtown office space, hence greater Downtown employment, can be realized if greater public and private effort is made toward promotion of Cleveland's importance as a national and regional center of administrative activities.

2. Merchandising.

To assist in maintaining the locational appeal of Downtown Cleveland, in part, for expanded administrative and professional office functions, the Plan recommends improvements in the appeal of retail facilities.

Downtown Cleveland has maintained its current retail significance relative to major metropolitan outlying centers principally because these competitive facilities have only recently been established. The full force of these new centers is now being brought to bear upon Downtown and new developments such as The May Company store in Parmatown and The Higbee Company and Halle Brothers Company stores in Cleveland Heights will be a further threat.

Studies undertaken by the Real Estate Research Corporation indicate that from the standpoint of customer attraction, Downtown Cleveland retailing is meeting its responsibility to the consuming public in two fundamental respects, i. e., it is offering a wide selection of merchandise and it is offering competitive price advantage. However, Downtown is not offering its merchandise and services under conditions of maximum convenience to the consumers within its trading area, and it is not presenting merchandise and services to the public in the most desirable, competitive, or effectively attractive atmosphere.



It has been estimated that Downtown retail sales should increase by 7.1 per cent between now and 1970, provided that action is taken to improve the physical attractiveness and convenience of the area. Although a good portion of such action is required through public programs and expenditures, it is suggested that progressive Downtown retailers continue to recognize that they profit from the strength of their neighbors, and likewise suffer from any poor appearance or outdated merchandising methods on the part of nearby stores. When one retailer (or his landlord) spends to modernize his store, the entire area benefits; when one building is physically neglected, or is left vacant because an uneconomic rent is sought, or for any other reason, the entire area suffers.

The Plan suggests locations where additional parking facilities might be created for convenient use by shoppers who come Downtown by automobile. It is further suggested that some of these facilities might be most effectively accomplished in a manner similar to that employed by the Wm. Taylor Son and Company department store and the Halle Bros. Company department store, who have provided customer parking on the south side of Prospect Avenue.

The existence of a substantial amount of Downtown floor space and land devoted to uses not generally compatible with a high grade, integrated business center has been previously noted. Again, it is hoped and presumed that these incompatible uses will gradually disappear, either through economic factors, rezoning into compatible use categories, or by elimination through large-scale rebuilding.



### 1. Property Appearance.

The increasing competition faced by Downtown requires that the area be made more appealing, especially to the pedestrian, if its vitality is to be maintained and even increased. Drab facades, unsightly and poorly-maintained buildings, garish signs and other aspects of poor appearance - especially when compared to newer, outlying business and shopping centers - will increasingly repel Downtown customers if not improved. It may be necessary to consider the feasibility of adopting and enforcing public controls in order to secure positive action toward the worst offenders in this regard.

### C. SUGGESTED STAGING FOR ACTION PROGRAM

Revival of Cleveland's heart cannot be accomplished as a single large-scale program. Rather, successful revitalization will lie in realistic staging, based upon adherence to the agreed upon development plan. The following actions are therefore suggested as an orderly means toward early and successful achievement of the Plan's objectives.

#### IMMEDIATE PROGRAM\*

- (a) Airport - Continue improvement program.
- (b) Convention Center - Expand space and facilities.
- (c) Housing - Develop plans for two areas.
- (d) Hotel - Construct new facilities.
- (e) Parking - Install fringe facilities related to Inner Belt Freeway.

\*Items listed in alphabetical order.

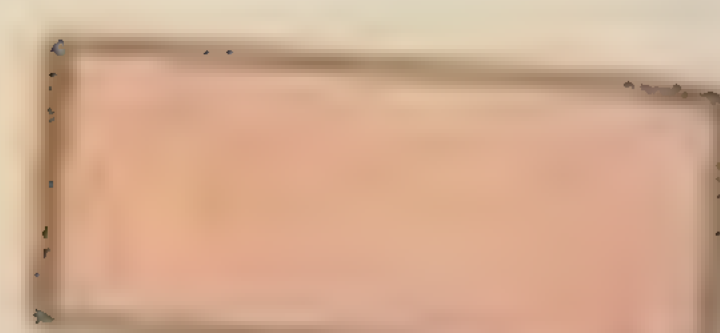
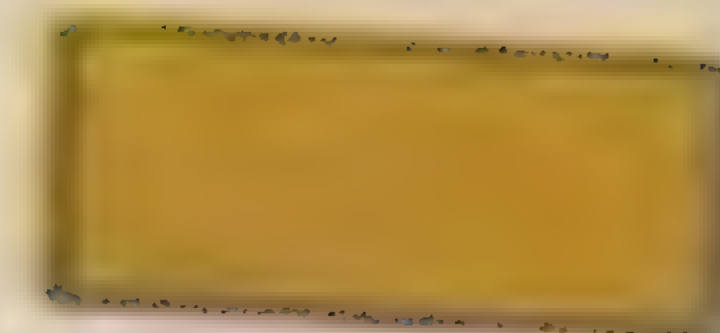
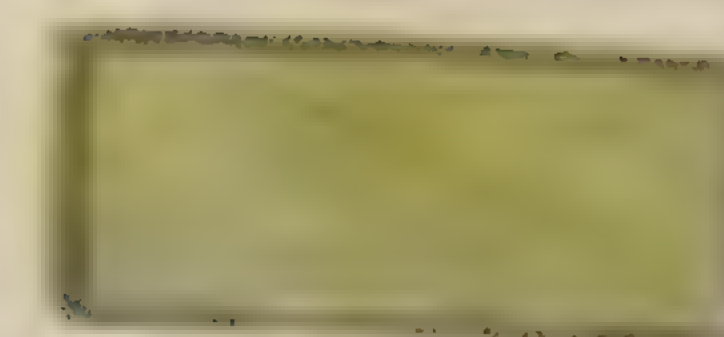
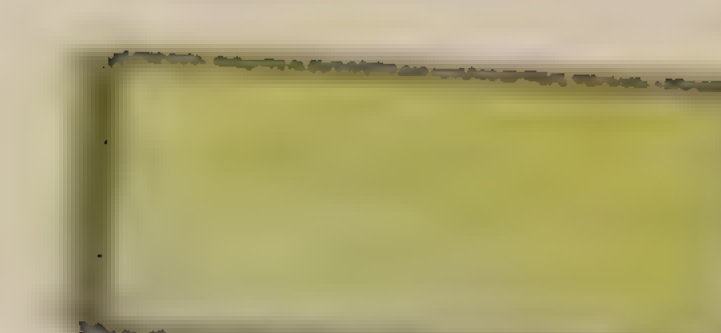
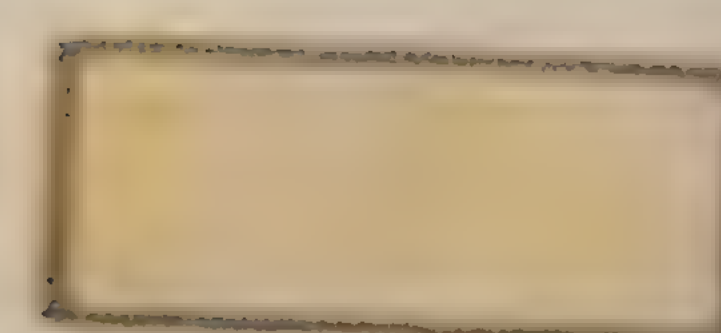
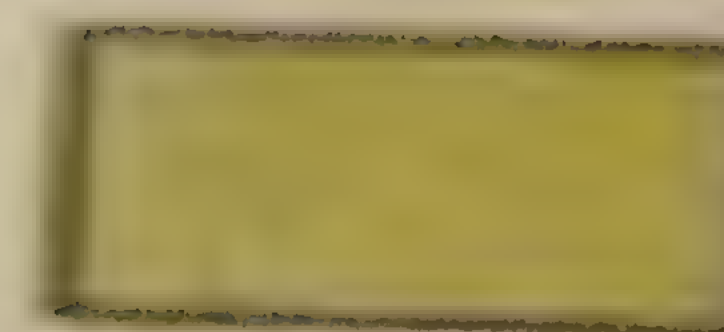
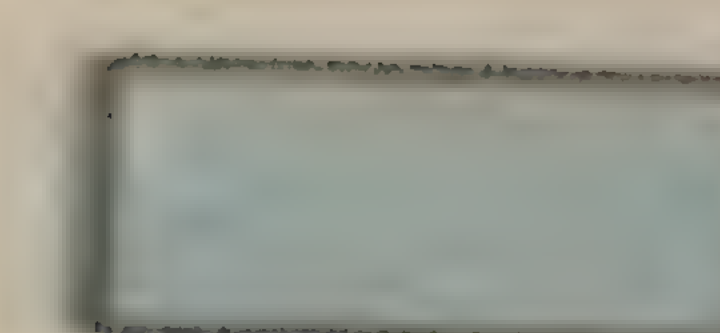
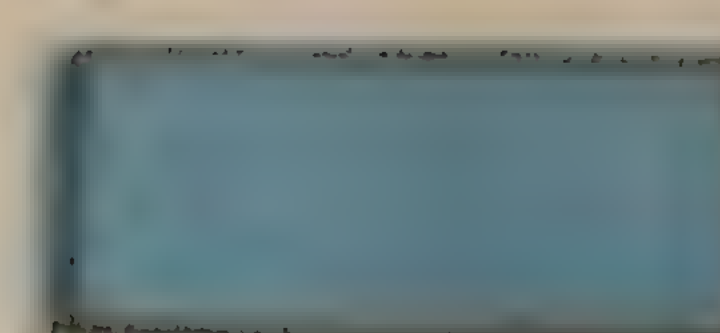


# A GENERAL PLAN FOR DOWNTOWN CLEVELAND 1975



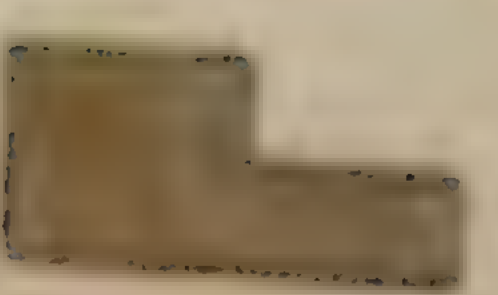



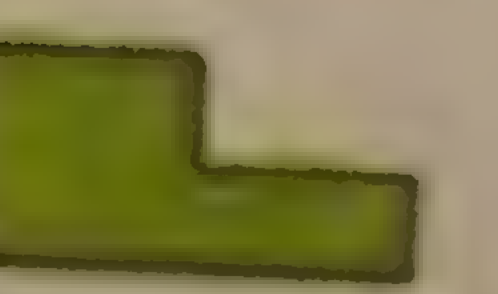



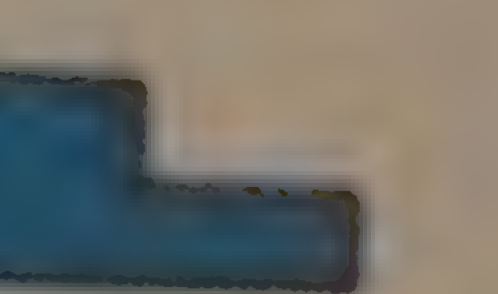


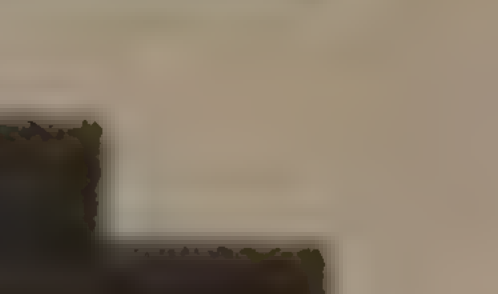
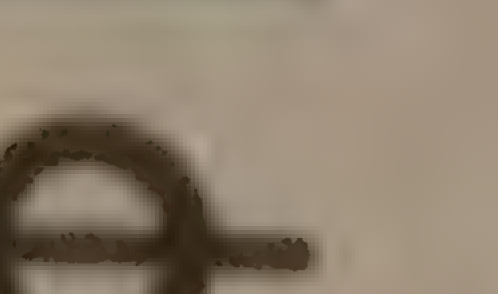




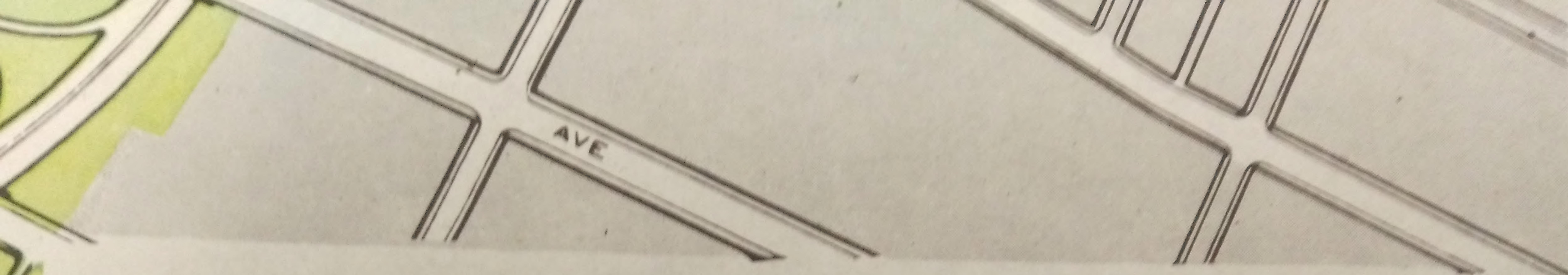
# LAND USE PLAN

	MAJOR BUSINESS CORE
	COMMERCIAL & MOTEL AREA
	GOVERNMENT CENTERS
	PUBLIC OPEN SPACES
	RESIDENTIAL AREAS
	INSTITUTIONAL CENTER
	INDUSTRIAL RESEARCH AREA
	LIGHT MANUFACTURING AREAS

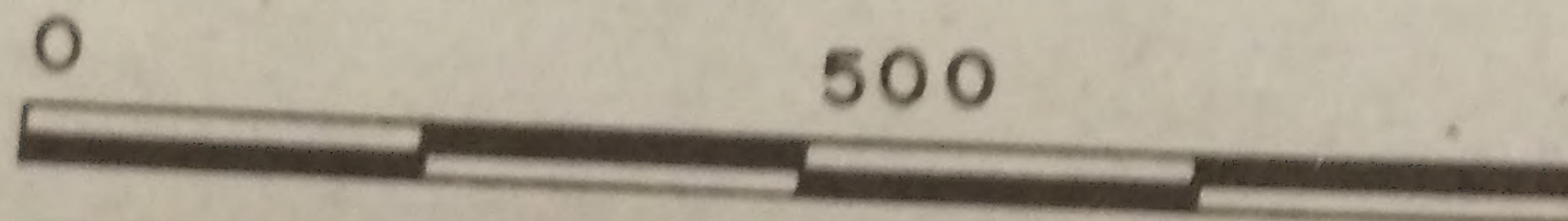
# SUGGESTED DEVELOPMENT

	Office Buildings and Stores
	Hotels and Motels
	Parking Garages
	"Auto-Oriented" Businesses
	Government Buildings
	Convention Facilities
	Public Recreation Facilities
	Fringe Parking Lots
	Housing
	Institutions
	Industrial Research Laboratories
	Manufacturing Plants and Warehouses
	Airport and Lakeport Facilities
	Existing Buildings, All Categories
	Rapid Transit Distribution System (Routes and Stations)

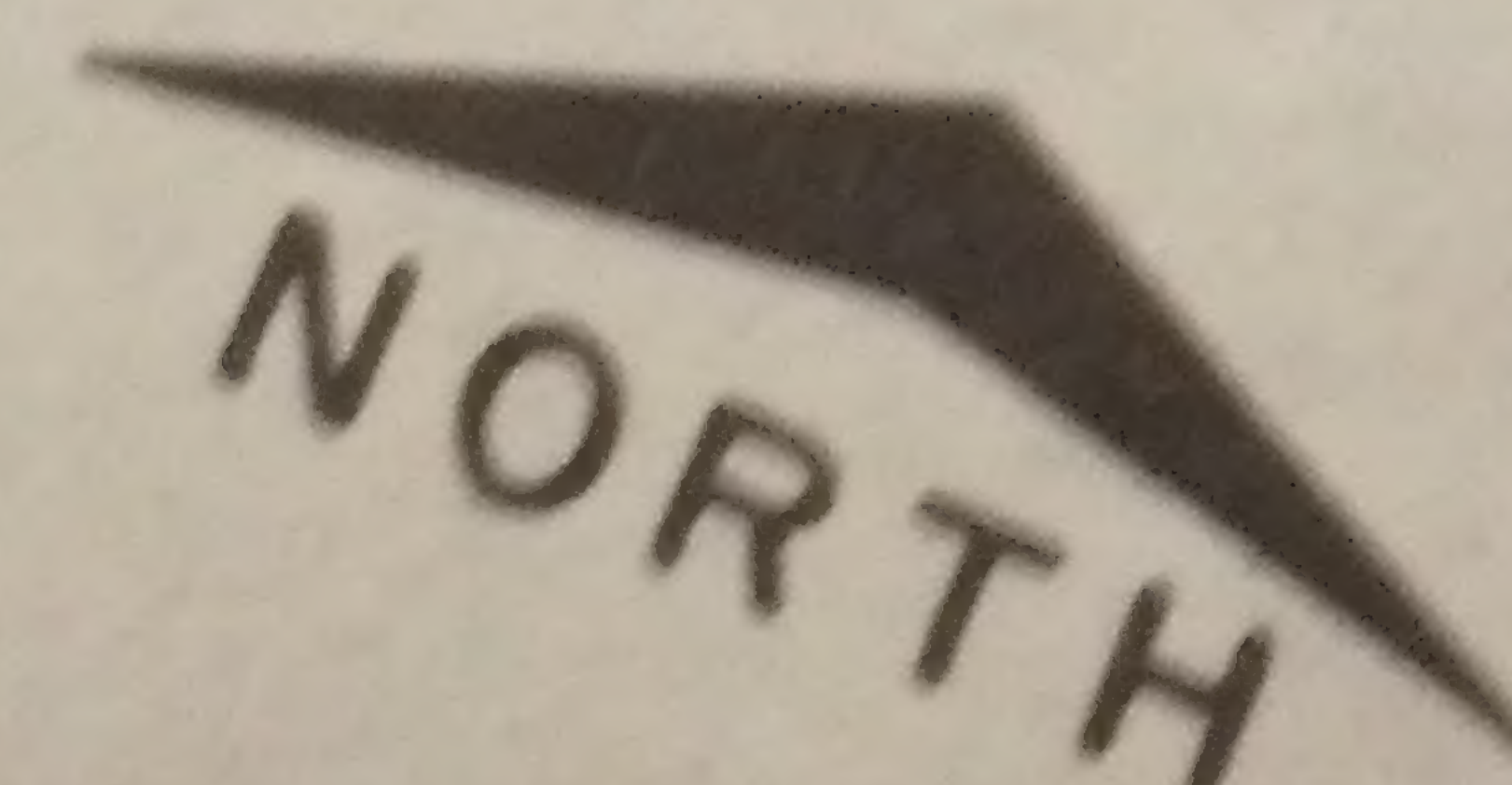




SCALE:



1000 FT.



# THE DOWNTOWN GENERAL PLAN

APPROVED

*Eric A. Grubb*

PLANNING DIRECTOR

ADOPTED NOVEMBER 17, 1959  
AS AN AMENDMENT TO THE  
"GENERAL PLAN OF CLEVELAND"

*Ernest J. Behr*

CHAIRMAN  
CITY PLANNING COMMISSION





SCALE: 0 500 1000 FT.

NOR

## THE DOWNTOWN GENERAL PLAN

APPROVED

ADOPTED NOVEMBER  
AS AN AMENDMENT





### SUGGESTED DEVELOPMENT

- Office Buildings and Stores
- Hotels and Motels
- Parking Garages
- "Auto-Oriented" Businesses
- Government Buildings
- Convention Facilities
- Public Recreation Facilities
- Fringe Parking Lots
- Housing
- Institutions
- Industrial Research Laboratories





STATED DEVELOPMENT

- Office Buildings and Stores
- Hotels and Motels
- Garages
- "Oriented" Businesses
- Government Buildings
- Public Facilities
- Recreation Facilities
- Parking Lots
- Research Laboratories
- Plants and Warehouses
- Seaport Facilities
- Trucks, All Categories
- Distribution System (Stations)

SCALE: 0 500

THE DOWNTOWN

APPROVED

*Eric A. Grubb*  
PLANNING DIRECTOR